

APRIL 27, 1970  
MANUAL OF RULES AND REGULATIONS  
REVISION 215

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (31)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

- b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- [ 2. Identification orders, wanted flyers, and check circulars  
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, and check circulars are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at time field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to field office mailing list.
- [ a. Addressograph plates are to be prepared at Bureau upon receipt of field request. (Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
- b. Decide what organizations, individuals, or concerns are to appear on list.
- |  |                               |
|--|-------------------------------|
| (1) Quality of assistance addressee is in a position to give   |                               |
| (2) Cooperation which has been afforded                        |                               |
| (3) Following must appear on list:                             |                               |
| Alcohol, Tobacco and Firearms Division                         | Missions Providing Lodging    |
| Bureau of Customs  | Post Office Inspectors        |
| Cooperative Credit Bureaus                                     | Postmasters                   |
| Duly Constituted Law Enforcement Officers                      | Salvation Army                |
| FBINA Graduates  | Secret Service                |
| Hotels   | U. S. Marshals                |
| Immigration and Naturalization Service                         |                               |
| (4) Following may appear on list:                              |                               |
| Automobile Clubs   | Navy Shore Patrol             |
| Banks  | Oil Company Special Agents    |
| Car Rental Agencies  | Parole and Probation Officers |
| County Attorneys   | Plant Quarantine Officers     |
| County Coroners  | Protective Associations       |
| Credit Companies   | Race Tracks                   |
| Detective Agencies   | Savings and Loan Associations |
| Enlistment Officers, U. S. Air Force, Army, Navy, Marine Corps | Service Recruiting Officers   |
| Employment Service   | State Employment Offices      |
| Fire Departments   | State Hospitals for Insane    |
| Forest Service   | Steamship Companies           |
| Gunsmiths  | Telegraph Companies           |
| Insurance Companies  | U. S. Attorneys               |
| Movie Studios  | U. S. Commissioners           |
- c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
- d. Give consideration to desirability of circularizing motels.
- e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

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Pages ~~5 and 6~~

Section 8 - Pages ~~1 and 1a~~

Section 9 - Pages ~~17 and 18~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

## 2. Files

Do not make up files or write memoranda for the preparation of sources of information.

## 3. Security and racial sources of information

Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. Follow instructions set out in section [130H,] item 2b, volume IV, of the Manual of Instructions. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 4. Gifts should not be given to sources since such actions might be misconstrued.

## L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following sub-headings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Results of Identification Division check
  - f. Derogatory information
  - g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.
4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
  5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
    - a. Name of the contact
    - b. Office and home addresses and telephone numbers
    - c. Nature of service which can be received
    - d. Any comments which would be helpful in handling the individual
    - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
    - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
    - g. Any necessary descriptive data
  6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
  7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
  8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
  9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
  10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
  11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
  12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

JUNE 26, 1970  
MANUAL OF RULES AND REGULATIONS  
REVISION 217

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Section 9 - ~~Pages 1 and 2~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
- [ 10. In contacts with the press concerning a bank robbery, bank burglary, or bank larceny no information should be volunteered concerning the amount of loot obtained. Specific questions by members of the press concerning amount of loot may be answered only following the arrest of an individual or individuals for violation of the Federal bank robbery statute.]
- [ 11.] Copies of Bureau press releases to be placed in case file and press release file if exists.
- [ 12.] In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

## 1. Contents

- a. Foreword by the Director
- b. Interesting case write-ups
- c. Articles which might assist law enforcement officers
- d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs

## 2. Distribution

Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work

## 3. Filing and indexing

- a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
- b. This file may be destroyed when it is over five years old. Retain index cards.
- c. Current copy should be placed in bookcase, available to all Agents.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- d. Each insert should be filed with the bulletin to which it relates.  
No indexing of individual notices contained therein is necessary.
4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
- a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
  - b. Improved or unusual equipment being used
  - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - d. Human interest items from local police work
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - g. Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research (Crime Records)

## C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television appearance, a manuscript of the remarks must be submitted for the Bureau's review and approval unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval. In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

## D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
- a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
- a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
- a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
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Very truly yours,

John Edgar Hoover

Director

Enclosures (17)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
  - a. Routine cases in which complaints have been filed
  - b. Selective Service cases, except when draft boards are involved
  - c. Interstate transportation of stolen motor vehicle, except when wide-spread rings are involved
  - d. White Slave Traffic Act
  - e. Deserter cases, except charges growing out of the harboring of deserters
  - f. Illegal wearing of uniform
  - g. Impersonation
  - h. National Firearms Act
  - i. [State Firearms Control Assistance Act; unlawful possession or receipt of firearms]
  - j. Extortion
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  - l. Theft from interstate shipment
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  - s. Illegal manufacture, possession, or wearing of civil defense insignia
  - t. Illegal manufacture, sale, or use of military cremation urn
  - u. Crimes on the high seas
  - v. National Bankruptcy Act
  - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
  - x. Crimes on Indian reservation
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  - z. Bills of Lading Act
  - aa. False entries in records of interstate carriers
  - ab. Illegal use of a railroad pass
  - ac. Interstate transportation of gambling devices
  - ad. Interstate transportation of lottery tickets
  - ae. Interstate transportation of obscene matter
  - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
  - ag. Interstate transportation of stolen property
  - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised).
  - ai. Bank robbery
  - aj. Interstate transportation of stolen cattle
  - ak. Migratory Game Bird Act

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Requesting authority for release
  - a. By teletype  
At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
  - b. By telephone where time is of essence  
Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. In those instances in which a press release is issued at SOG, television and radio media should be merely provided with a written copy of the press release, and Bureau personnel should not submit to live, filmed, or tape-recorded interviews of any kind, including the reading of the release itself, without prior Bureau authority. Tact and diplomacy must be exercised in declining to participate in such interviews. With respect to local press releases, SACs may, when requested, make personal appearances on television and radio provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received. [Reading of these local press releases on the telephone to the news media should be done by the SAC or ASAC.]
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.

MANUAL OF RULES AND REGULATIONS  
AUGUST 27, 1971  
REVISION 231

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (39)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files  
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and [extremist] sources of information  
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and [extremist] sources of information. Follow instructions set out in section 130H, item 2b, volume IV, of the Manual of Instructions. If the security or [extremist] source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

## L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following sub-headings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Results of Identification Division check
  - f. Derogatory information
  - g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.



MANUAL OF RULES AND REGULATIONS  
MARCH 28, 1972  
REVISION 238

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (15)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

- b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, and check circulars  
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, and check circulars are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at time field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to field office mailing list.
  - a. Addressograph plates are to be prepared at Bureau upon receipt of field request. (Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
  - b. Decide what organizations, individuals, or concerns are to appear on list.
    - (1) Quality of assistance addressee is in a position to give
    - (2) Cooperation which has been afforded
    - (3) Following must appear on list:
 

Alcohol, Tobacco and Firearms Division	Missions Providing Lodging
Bureau of Customs	[Postal Service] Inspectors
Cooperative Credit Bureaus	Postmasters
Duly Constituted Law Enforcement Officers	Salvation Army
FBINA Graduates	Secret Service
Hotels	U. S. Marshals
Immigration and Naturalization Service	
    - (4) Following may appear on list:
 

Automobile Clubs	Navy Shore Patrol
Banks	Oil Company Special Agents
Car Rental Agencies	Parole and Probation Officers
County Attorneys	Plant Quarantine Officers
County Coroners	Protective Associations
Credit Companies	Race Tracks
Detective Agencies	Savings and Loan Associations
Enlistment Officers, U. S. Air Force, Army, Navy, Marine Corps	Service Recruiting Officers
Employment Service	State Employment Offices
Fire Departments	State Hospitals for Insane
Forest Service	Steamship Companies
Gunsmiths	Telegraph Companies
Insurance Companies	U. S. Attorneys
Movie Studios	U. S. [Magistrates]
  - c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
  - d. Give consideration to desirability of circularizing motels.
  - e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

MANUAL OF RULES AND REGULATIONS  
AUGUST 28, 1972  
REVISION 243

RE: REVISED PAGES

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L. Patrick Gray, III

Acting Director

Enclosures (23)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:
- a. Federal judges
  - b. U. S. Attorneys
  - c. Only outstanding state judges
  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
 

<ol style="list-style-type: none"> <li>(1) Mayors</li> <li>(2) Chiefs of police</li> <li>(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services</li> <li>(4) Managers or owners of leading and most important radio stations</li> <li>(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions</li> <li>(6) Executive secretary or director of chambers of commerce</li> <li>(7) Heads of Federal intelligence agencies</li> <li>(8) Outstanding leaders of Government and business</li> <li>(9) Heads of larger universities</li> <li>(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi</li> </ol>	<ol style="list-style-type: none"> <li>(11) Top representatives of airlines</li> <li>(12) Managers of leading airports</li> <li>(13) Top representatives of railroads</li> <li>(14) Managers of leading railroad stations</li> <li>(15) Top representatives of telephone companies</li> <li>(16) Top representatives of Western Union</li> <li>(17) Managers of the most outstanding and important hotels</li> <li>(18) Heads of better business bureaus</li> <li>(19) Heads of leading banks</li> <li>[(20) Influential minority leaders]</li> </ol>
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14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

## M. DELETED

## N. NEWS MEDIA CONTACTS

- [ As indicated in subsection I, paragraph 13i, (3), above, officials of leading newspapers[including minority-oriented newspapers,]must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

MANUAL OF RULES AND REGULATIONS  
FEBRUARY 27, 1973  
REVISION 249

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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L. Patrick Gray, III

Acting Director

Enclosures (15)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

- b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, and check circulars  
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, and check circulars are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at time field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to field office mailing list.
  - a. Addressograph plates are to be prepared at Bureau upon receipt of field request. (Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
  - b. Decide what organizations, individuals, or concerns are to appear on list.
    - (1) Quality of assistance addressee is in a position to give
    - (2) Cooperation which has been afforded
    - (3) Following must appear on list:
 

[Bureau of Alcohol, Tobacco and Firearms]	Missions Providing Lodging
Bureau of Customs	Postal Service Inspectors
Cooperative Credit Bureaus	Postmasters
Duly Constituted Law Enforcement Officers	Salvation Army
FBINA Graduates	Secret Service
Hotels	U. S. Marshals
Immigration and Naturalization Service	
    - (4) Following may appear on list:
 

Automobile Clubs	Navy Shore Patrol
Banks	Oil Company Special Agents
Car Rental Agencies	Parole and Probation Officers
County Attorneys	Plant Quarantine Officers
County Coroners	Protective Associations
Credit Companies	Race Tracks
Detective Agencies	Savings and Loan Associations
Enlistment Officers, U. S. Air Force, Army, Navy, Marine Corps	Service Recruiting Officers
Employment Service	State Employment Offices
Fire Departments	State Hospitals for Insane
Forest Service	Steamship Companies
Gunsmiths	Telegraph Companies
Insurance Companies	U. S. Attorneys
Movie Studios	U. S. Magistrates
  - c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
  - d. Give consideration to desirability of circularizing motels.
  - e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete [or when it is determined a source is deceased.]

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index [except when it has been determined that source is deceased, at which time general index card can be destroyed immediately. Under all other conditions the general index cards shall be retained for 20 years subsequent to the removal of cards from the special source of information index.]

2. Files  
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and extremist sources of information  
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and extremist sources of information. Follow instructions set out in section 130H, item 2b, volume IV, of the Manual of Instructions. If the security or extremist source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
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## L. SAC CONTACTS

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2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "          , SAC Contact." Mark the letter for the attention of the [Training] Division. Use the following sub-headings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Results of Identification Division check
  - f. Derogatory information
  - g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

MANUAL OF RULES AND REGULATIONS  
MARCH 27, 1973  
REVISION 250

RE: REVISED PAGES.

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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L. Patrick Gray, III

Acting Director

Enclosures (23)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
  - a. Routine cases in which complaints have been filed
  - b. Selective Service cases, except when draft boards are involved
  - c. Interstate transportation of stolen motor vehicle, except when widespread rings are involved
  - d. White Slave Traffic Act
  - e. Deserter cases, except charges growing out of the harboring of deserters
  - f. Illegal wearing of uniform
  - g. Impersonation
  - h. National Firearms Act
  - i. State Firearms Control Assistance Act; unlawful possession or receipt of firearms
  - j. Extortion
  - k. Red Cross Act
  - l. Theft from interstate shipment
  - m. May Act
  - n. Patent matters
  - o. Copyright matters
  - p. [Bank Fraud and Embezzlement]
  - q. Mail fraud
  - r. Falsely claiming citizenship
  - s. Illegal manufacture, possession, or wearing of civil defense insignia
  - t. Illegal manufacture, sale, or use of military cremation urn
  - u. Crimes on the high seas
  - v. National Bankruptcy Act
  - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
  - x. Crimes on Indian reservation
  - y. Crimes on Government reservation
  - z. Bills of Lading Act
  - aa. False entries in records of interstate carriers
  - ab. Illegal use of a railroad pass
  - ac. Interstate transportation of gambling devices
  - ad. Interstate transportation of lottery tickets
  - ae. Interstate transportation of obscene matter
  - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
  - ag. Interstate transportation of stolen property
  - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
  - ai. Bank robbery
  - aj. Interstate transportation of stolen cattle
  - ak. Migratory Bird Act

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Requesting authority for release
  - a. By teletype  
At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
  - b. By telephone where time is of essence  
Confer with division head having supervision of the matter for investigative clearance and with [Press Services Office] for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. In those instances in which a press release is issued at [FBIHQ,] television and radio media should be merely provided with a written copy of the press release, and Bureau personnel should not submit to live, filmed, or tape-recorded interviews of any kind, including the reading of the release itself, without prior Bureau authority. Tact and diplomacy must be exercised in declining to participate in such interviews. With respect to local press releases, SACs may, when requested, make personal appearances on television and radio provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received. Reading of these local press releases on the telephone to the news media should be done by the SAC or ASAC.
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. In contacts with the press concerning a bank robbery, bank burglary, or bank larceny no information should be volunteered concerning the amount of loot obtained. Specific questions by members of the press concerning amount of loot may be answered only following the arrest of an individual or individuals for violation of the Federal bank robbery statute.
11. Copies of Bureau press releases to be placed in case file and press release file if exists.
12. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.
- [ 13. Bureau personnel, including SACs and ASACs, are not to participate  
[ in give-and-take news conferences without prior Bureau authority  
[ including clearance by the Press Services Office. This will be  
[ permitted only in the rarest of circumstances where mitigating facts  
[ clearly indicate it is to the Bureau's best interests to participate.]

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
  - a. Foreword by the Director
  - b. Interesting case write-ups
  - c. Articles which might assist law enforcement officers
  - d. Deleted
2. Distribution  
Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
  - a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by[FBIHQ.]
  - b. This file may be destroyed when it is over five years old. Retain index cards.
  - c. Current copy should be placed in bookcase, available to all Agents.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## d. Deleted

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
- a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy graduates
  - b. Improved or unusual equipment being used
  - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - d. [Deleted]
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - g. Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research[(Training Division)]

## C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television appearance, a manuscript of the remarks must be submitted for the Bureau's review and approval unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval. In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

## D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
  - a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
  - a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
  - a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
  - a. Relating to law enforcement concerning
    - (1) Scientific apparatus
    - (2) Equipment
    - (3) Personnel
    - (4) Methods
    - (5) Economics
  - b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
    - (1) The FBI, derogatory and complimentary. If possible, show author.
    - (2) Outstanding abuses of parole and probation
    - (3) Outstanding instances of juvenile crime
    - (4) Bad local crime conditions
    - (5) Scientific crime detection experts
    - (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual[pertinent school]files clippings relative to each police school in which field participates.)
    - (7) Police training in colleges and universities
    - (8) Aggravated sex offenders
    - (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
    - (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
  - a. Mount the clipping on form FD-350 within the borders shown.
  - b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
  - c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
  - d. Show whether the matter mentioned is being investigated.
  - e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
  - f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
  - g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page....," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
- i. Mounted clippings should read from top to bottom, column by column, from left to right.
- j. All clippings must be complete.
- k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations should be forwarded.
- l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.
- 3. Resident Agents must be alert for material appearing in the local press.
- 4. Submission of publications of security interest to the Bureau
  - a. General principle governing submissions  
The Bureau desires to receive publications of security interest at [FBIHQ] for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
  - b. Manner of handling and forwarding nonevidentiary copies of publications
    - (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of [Section IS-3, Intelligence Division]) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.

- (2) Each SAC and each legal attache must keep the Bureau, attention [Section IS-3, Intelligence Division], informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
- (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Part I

Section 1 - Pages 7 and 8

Section 4 - Pages 5 and 6  
Pages 7 and 8

Section 10 - Pages 1 and 2

Section 14 - Pages 15 and 16

Section 16 - Pages 7 and 8

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Section 4 - Page 12a  
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Pages 21 and 22

Section 6 - Pages 1b and 2  
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Section 7 - Pages 5 and 6

Section 8 - Pages 20a and 20b  
Pages 21 and 22  
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Section 9 - Pages 9 and 10  
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Pages 19 and 20

Index - Pages 27a and 27b

William D. Ruckelshaus

Acting Director

Enclosures (23)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
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11. Copies of Bureau press releases to be placed in case file and press release file if exists.
12. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.
13. Bureau personnel, including SACs and ASACs, are not to participate in give-and-take news conferences without prior Bureau authority including clearance by the Press Services Office. This will be permitted only in the rarest of circumstances where mitigating facts clearly indicate it is to the Bureau's best interests to participate.

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3. Filing and indexing
  - a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by FBIHQ.
  - b. This file may be destroyed when it is over five years old. Retain index cards.
  - c. Current copy should be placed in bookcase, available to all Agents.
  - d. Deleted

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
  - a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy graduates
  - b. Improved or unusual equipment being used
  - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - d. Deleted
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - g. Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research[(Files and Communications Division)]

## C. SPEECHES

1. [The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent Supervisor approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.]
2. It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th, each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups.
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.]

## D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
  - a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
  - a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
  - a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete or when it is determined a source is deceased.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index except when it has been determined that source is deceased, at which time general index card can be destroyed immediately. Under all other conditions the general index cards shall be retained for 20 years subsequent to the removal of cards from the special source of information index.

2. Files  
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and extremist sources of information  
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and extremist sources of information. Follow instructions set out in section 130H, item 2b, volume IV, of the Manual of Instructions. If the security or extremist source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

## L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the [Files and Communications] Division. Use the following subheadings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Results of Identification Division check
  - f. Derogatory information
  - g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. [The frequency of personal contact with SAC contacts is left to the discretion of the SAC; contacts should be evaluated periodically to determine their effectiveness and the desirability of their continuance.]
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. [Each office must submit a complete alphabetical roster of SAC contacts to reach the Bureau by the first week of November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.]
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

MANUAL OF RULES AND REGULATIONS  
AUGUST 27, 1973  
REVISION 255

RE: REVISED PAGES

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Clarence M. Kelley

Director

Enclosures (31)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. In contacts with the press concerning a bank robbery, bank burglary, or bank larceny no information should be volunteered concerning the amount of loot obtained. Specific questions by members of the press concerning amount of loot may be answered only following the arrest of an individual or individuals for violation of the Federal bank robbery statute.
11. Copies of Bureau press releases to be placed in case file and press release file if exists.
12. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.
13. Bureau personnel, including SACs and ASACs, are not to participate in give-and-take news conferences without prior Bureau authority including clearance by the Press Services Office. This will be permitted only in the rarest of circumstances where mitigating facts clearly indicate it is to the Bureau's best interests to participate.

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
  - a. Foreword by the Director
  - b. Interesting case write-ups
  - c. Articles which might assist law enforcement officers
  - d. Deleted
2. Distribution

Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
  - a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by FBIHQ.
  - b. This file may be destroyed when it is over five years old. Retain index cards.
  - c. Current copy should be placed in bookcase, available to all Agents.
  - d. Deleted



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
  - a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy graduates
  - b. Improved or unusual equipment being used
  - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - d. Deleted
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - g. Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research (Files and Communications Division)

## C. SPEECHES

1. The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.
2. It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th, each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups.
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.

## D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
  - a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
  - a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
  - a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
- i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.
- 4. Do not:
  - a. Identify law enforcement officers by name but by title and NA affiliation
  - b. Show aliases of subjects of Dependents Assistance Act of 1950
  - c. Show aliases of victims of WSTA cases
  - d. Use complicated sentence structure
  - e. Use technical references to statutes
  - f. Express personal opinions
  - g. Reveal identity of confidential informants
  - h. Use Bureau expressions like "the subject" and "the Bureau"
  - i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
  - j. Use adjectives excessively
- 5. Transmittal  
Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention [Files and Communications] Division.
- 6. Dissemination  
New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

## E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

- 1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
- 2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters. In all instances the circular letter must include the following:
  - a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
  - b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
  - c. A statement that the matter is to be treated confidentially
  - d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
  - e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

## F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

## G. FIELD OFFICE LISTS

## 1. Law enforcement officials

On March 1 of each year all field offices shall forward to the Bureau a communication pertaining to a list of law enforcement officials and agencies whose cooperation might be helpful. One of the two following procedures should be used:

- a. (1) On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each Department, the list described above. Indicate by an asterisk any change which was not previously called to the Bureau's attention.
  - (a) Chiefs of police
  - (b) Sheriffs
  - (c) State police or highway patrol commanders and ranking officers in command of districts
  - (d) U. S. Marshals and deputies
  - (e) Ranking Federal law enforcement officers
  - (f) Wardens of penal institutions
  - (g) District attorneys or county prosecutors
  - (h) Railway police (if desirable)
  - (i) Officers receiving law enforcement bulletins
  - (j) Any other officials who receive identification orders
- (2) Changes in the list are to be reported in duplicate to the Bureau as they occur.

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 3 - Page 3

Section 8 - Pages 1 and 1a

Section 16 - Pages 1 and 1a  
Pages 3 and 3a  
Pages 3b and 4

Part II

Section 1 - Page 1

Section 3 - Pages 7b and 8  
Pages 17a and 18  
Page 19

Section 4 - Page 18a  
Pages 41 and 42-46  
Pages 50a and 50b

Section 5 - Pages 5 and 6

Section 6 - Pages 3b and 4  
Pages 7 and 8

Section 7 - Pages 21 and 21a

Section 8 - Pages 27 and 28

Section 9 - Pages 13 and 14

Index

Pages 36a and 36b  
Pages 37 and 38  
39 and 40  
41 and 42  
45 and 46

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## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

- b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, and check circulars  
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, and check circulars are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at time field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to field office mailing list.
- a. Addressograph plates are to be prepared at Bureau upon receipt of field request. (Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
- b. Decide what organizations, individuals, or concerns are to appear on list.
  - (1) Quality of assistance addressee is in a position to give
  - (2) Cooperation which has been afforded
  - (3) Following must appear on list:
 

Bureau of Alcohol, Tobacco	Missions Providing Lodging
and Firearms	Postal Service Inspectors
Cooperative Credit Bureaus	Postmasters
Duly Constituted Law Enforcement Officers	Salvation Army
FBINA Graduates	Secret Service
Hotels	[U. S. Customs Service]
Immigration and Naturalization Service	U. S. Marshals
  - (4) Following may appear on list:
 

Automobile Clubs	Navy Shore Patrol
Banks	Oil Company Special Agents
Car Rental Agencies	Parole and Probation Officers
County Attorneys	Plant Quarantine Officers
County Coroners	Protective Associations
Credit Companies	Race Tracks
Detective Agencies	Savings and Loan Associations
Enlistment Officers, U. S. Air Force, Army, Navy, Marine Corps	Service Recruiting Officers
Employment Service	State Employment Offices
Fire Departments	State Hospitals for Insane
Forest Service	Steamship Companies
Gunsmiths	Telegraph Companies
Insurance Companies	U. S. Attorneys
Movie Studios	U. S. Magistrates
- c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
- d. Give consideration to desirability of circularizing motels.
- e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

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Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete or when it is determined a source is deceased.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index except when it has been determined that source is deceased, at which time general index card can be destroyed immediately. Under all other conditions the general index cards shall be retained for 20 years subsequent to the removal of cards from the special source of information index.

2. Files  
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and extremist sources of information  
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and extremist sources of information. Follow instructions set out in section 130H, item 2b, volume IV, of the Manual of Instructions. If the security or extremist source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

## L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "          , SAC Contact." Mark the letter for the attention of the [External Affairs] Division. Use the following subheadings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Results of Identification Division check
  - f. Derogatory information
  - g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

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- SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.
4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
  5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
    - a. Name of the contact
    - b. Office and home addresses and telephone numbers
    - c. Nature of service which can be received
    - d. Any comments which would be helpful in handling the individual
    - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
    - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
    - g. Any necessary descriptive data
  6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
  7. [The frequency of personal contact with SAC contacts is left to the discretion of the SAC; contacts should be evaluated periodically to determine their effectiveness and the desirability of their continuance.]
  8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
  9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
  10. [Each office must submit a complete alphabetical roster of SAC contacts to reach the Bureau by the first week of November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.]
  11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
  12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.



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Part I

Section 12 - Pages 5 and 6  
              Pages 9 and 10

Section 14 - Page 11b

Part II

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              Pages 3c and 4  
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## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## [A. PRESS POLICY

## 1. Confidential Nature of FBI Operations

See Part I, Section 1, page 9, paragraph B of Manual of Rules and Regulations.

## 2. Title 28, Section 50.2 of the Code of Federal Regulations concerning release of information by personnel of the Department of Justice relating to criminal and civil proceedings states:

"(a) General. (1) The availability to news media of information in criminal and civil cases is a matter which has become increasingly a subject of concern in the administration of justice. The purpose of this statement is to formulate specific guidelines for the release of such information by personnel of the Department of Justice.

"(2) While the release of information for the purpose of influencing a trial is, of course, always improper, there are valid reasons for making available to the public information about the administration of the law. The task of striking a fair balance between the protection of individuals accused of crime or involved in civil proceedings with the Government and public understandings of the problems of controlling crime and administering government depends largely on the exercise of sound judgment by those responsible for administering the law and by representatives of the press and other media.

"(3) Inasmuch as the Department of Justice has generally fulfilled its responsibilities with awareness and understanding of the competing needs in this area, this statement, to a considerable extent, reflects and formalizes the standards to which representatives of the Department have adhered in the past. Nonetheless, it will be helpful in ensuring uniformity of practice to set forth the following guidelines for all personnel of the Department of Justice.

"(4) Because of the difficulty and importance of the questions they raise, it is felt that some portions of the matters covered by this statement, such as the authorization to make available Federal conviction records and a description of items seized at the time of arrest, should be the subject of continuing review and consideration by the Department on the basis of experience and suggestions from those within and outside the Department.

"(b) Guidelines to criminal actions. (1) These guidelines shall apply to the release of information to news media from the time a person is the subject of a criminal investigation until any proceeding resulting from such as investigation has been terminated by trial or otherwise.

"(2) At no time shall personnel of the Department of Justice furnish any statement or information for the purpose of influencing the outcome of a defendant's trial, nor shall personnel of the Department furnish any statement or information, which could reasonably be expected to be disseminated by means of public communication, if such a statement or information may reasonably be expected to influence the outcome of a pending or future trial.

"(3) Personnel of the Department of Justice, subject to specific limitations imposed by law or court rule or order, may make public the following information:

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

"(i) The defendant's name, age, residence, employment, marital status, and similar background information.

"(ii) The substance or text of the charge, such as a complaint, indictment, or information.

"(iii) The identity of the investigating and/or arresting agency and the length or scope of an investigation.

"(iv) The circumstances immediately surrounding an arrest, including the time and place of arrest, resistance, pursuit, possession and use of weapons, and a description of physical items seized at the time of arrest.

"Disclosures should include only incontrovertible, factual matters, and should not include subjective observations. In addition, where background information or information relating to the circumstances of an arrest or investigation would be highly prejudicial or where the release thereof would serve no law enforcement function, such information should not be made public.

"(4) Personnel of the Department shall not volunteer for publication any information concerning a defendant's prior criminal record, but information drawn from Federal conviction records may be made available in response to a specific request.

"(5) Because of the particular danger of prejudice resulting from statements in the period approaching and during trial, they ought strenuously to be avoided during that period. Any such statement or release shall be made only on the infrequent occasion when circumstances absolutely demand a disclosure of information and shall include only information which is clearly not prejudicial.

"(6) The release of certain types of information generally tends to create dangers of prejudice without serving a significant law enforcement function. Therefore, personnel of the Department should refrain from making available the following:

"(i) Observations about a defendant's character.

"(ii) Statements, admissions, confessions, or alibis attributable to a defendant, or the refusal or failure of the accused to make a statement.

"(iii) Reference to investigative procedures such as fingerprints, polygraph examinations, ballistic tests, or laboratory tests, or to the refusal by the defendant to submit to such tests or examinations.

"(iv) Statements concerning the identity, testimony, or credibility of prospective witnesses.

"(v) Statements concerning evidence or argument in the case, whether or not it is anticipated that such evidence or argument will be used at trial.

"(vi) Any opinion as to the accused's guilt, or the possibility of a plea of guilty to the offense charged, or the possibility of a plea to a lesser offense.

"(7) Personnel of the Department of Justice should take no action to encourage or assist news media in photographing or televising a defendant or accused person being held or transported in Federal custody. Departmental representatives should not make available photographs of a defendant unless a law enforcement function is served thereby.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

"(8) This statement of policy is not intended to restrict the release of information concerning a defendant who is a fugitive from justice.

"(9) Since the purpose of this statement is to set forth generally applicable guidelines, there will, of course, be situations in which it will limit the release of information which would not be prejudicial under the particular circumstances. If a representative of the Department believes that in the interest of the fair administration of justice and the law enforcement process information beyond these guidelines should be released, in a particular case, he shall request the permission of the Attorney General or the Deputy Attorney General to do so.

"(c) Guidelines to civil actions. Personnel of the Department of Justice associated with a civil action shall not during its investigation or litigation make or participate in making an extrajudicial statement, other than a quotation from or reference to public records, which a reasonable person would expect to be disseminated by means of public communication if there is a reasonable likelihood that such dissemination will interfere with a fair trial and which relates to:

"(1) Evidence regarding the occurrence or transaction involved.

"(2) The character, credibility, or criminal records of a party, witness, or prospective witness.

"(3) The performance or results of any examinations or tests or the refusal or failure of a party to submit to such.

"(4) An opinion as to the merits of the claims or defenses of a party, except as required by law or administrative rule.

"(5) Any other matter reasonably likely to interfere with a fair trial of the action."

3. News Releases

Fairness, accuracy, and sensitivity to the rights of defendants, as well as to the public's right to know, must prevail in all dealings with the news media. Favoritism should be shown toward no newsman or no news medium.

Information concerning the FBI, including information regarding arrests and other developments in cases investigated by the FBI, is disclosed to news media, including newspapers, news magazines, news services, and radio and television networks or stations, (a) as news releases or announcements, initiated by the FBI, and (b) as responses to inquiries emanating from newsmen.

Each field office should maintain a control file containing all news releases issued by the office since the last inspection.

a. "One-Office" news releases

The vast majority of news releases made by field offices are issued to announce arrests in FBI cases. The provisions of Section 50.2 clearly apply to all of these. If an SAC feels that an exception to those provisions should be made in any individual case, he should make his views known to the Assistant Directors of (a) the substantive division involved and (b) the External Affairs Division. Exceptions to the instructions provided in Section 50.2 can be approved only by the Attorney General or the Deputy Attorney General, not by any official of the FBI.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

All news releases made by field offices should be issued over the name of the SAC. They should be issued to all interested news media in the field office territory as simultaneously as possible; and they should provide as full an account of the facts as can be disclosed within the provisions of Section 50.2. In news releases announcing arrests or other developments attributable to the joint efforts of the FBI and other law enforcement agencies, appropriate recognition should, of course, be given to those other agencies.

SACs may authorize other experienced Special Agents, including Resident Agents, in their field offices to read or deliver news releases issued over the SAC's name to news media after the SAC has approved those news releases. However, those Special Agents should not expand upon the information in the news releases; and they should answer any inquiry or request for additional information by courteously telling the newsman involved that his inquiry or request will be brought to the attention of the SAC as quickly as possible for his consideration and action. The reason for the policy of referring all such matters to the SAC is to assure both uniformity and accuracy of any supplemental information that is provided to news media.

SACs also may authorize other experienced Special Agents to record news releases in compliance with requests of radio and television stations. However, only SACs or ASACs should make live or filmed television appearances involving the reading of news releases.

SACs have the option of accepting or declining such time-consuming requests made by radio and television stations. If declined, however, the declinations should be tactfully worded and explained so as to avoid any impression of partiality. If a request is accepted, the radio and/or television station involved should understand that the SAC or the Special Agent designated by the SAC will merely read the text of the news release and will not answer questions.

On occasion, SACs also issue news releases or make announcements dealing with administrative matters such as transfers of the SAC or ASAC of the field office or presentation of service awards to personnel of the field office. On such occasions, photographs and biographical sketches of the personnel involved may be made available to the news media. However, requests to interview these employees about their official duties and experiences should tactfully be declined.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

So as to minimize the opportunities for criminal elements to harass Special Agents and their families, neither photographs nor biographical sketches of Special Agents should be made available to news media in connection with news releases, announcements, or inquiries pertaining to FBI investigations. The sole exception is in the case of employees who are killed in line of duty, in which instances the release of photographs and biographical data should be coordinated with the Administrative Division and the External Affairs Division.

b. "Multi-Office" news releases

News releases announcing arrests or other important developments in wide-ranging investigations often require close coordination and simultaneous release to the press by two or more field offices. The External Affairs Division should be consulted before any such news release is made, and consideration should be given to the question of whether a national news release is merited.

c. National news releases

As a general rule, national news releases announcing arrests or other investigative developments are issued only in exceptional cases involving (1) prominent persons, such as well-known business and civic leaders, entertainers, athletes, or officials of local, county, state, or Federal Government; (2) persons of national notoriety, such as members of the "Ten Most Wanted Fugitives"; (3) persons arrested for crimes that have attracted nationwide interest, such as prevailed in the 1950 robbery of Brink's Inc., at Boston, Massachusetts, and the 1964 murder of three young civil rights workers in Neshoba County, Mississippi; and (4) persons whose crimes have international ramifications, such as espionage agents or fugitives who have fled abroad. The heads of headquarters and field divisions should assure that the essential facts of all such cases, including anticipated developments therein, are promptly brought to the attention of the External Affairs Division on a continuing basis.

National news releases generally will be issued in Washington, D. C. However, copies will be furnished to all interested field offices so that the SACs of those offices can make them available to local news media within minutes of their release in Washington.

SACs should not expand upon the contents of national news releases without approval of both the substantive division involved and the External Affairs Division.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## 4. News Media Inquiries

There are two categories of news media inquiries. The first involves routine inquiries received at the field office regarding either investigative or administrative matters. These should be answered by the SAC or ASAC within the guidelines indicated above.

In responding to such inquiries, SACs and ASACs should be courteous, factual, and as helpful as possible. They should, however, avoid answering hypothetical questions or questions that would require them to express personal opinions on matters of intense local or national controversy.

The second category involves inquiries from the news media in emergency situations. Often these are received by Special Agents at the scenes of arrests, gun battles, or other fast-moving developments in investigations.

Unless undercover assignments or similar overriding circumstances dictate otherwise, Special Agents who are approached by newsmen at the scenes of fast-moving developments in FBI cases should (a) identify themselves as "a Special Agent of the FBI," (b) furnish the name of the field office to which they are assigned, and (c) state the general nature of the investigative operations, such as "We are here to serve an arrest (or a search) warrant." Requests for additional information should be answered by courteously referring the newsmen to the field office or to the temporary field headquarters if such a temporary field headquarters has been established in the area.

Only SACs or ASACs should participate in question-and-answer interviews with representatives of any news medium at the scenes of fast-moving developments in FBI cases. In emergency situations, however, Special Agents can relay reporters' questions to the SAC by telephone or radio; and the SAC's responses thereto can be furnished to the reporters in the SAC's name by a Special Agent. In other than such emergency situations, Special Agents should courteously refer newsmen to the SAC or ASAC for answers to their questions; and Special Agents' investigative responsibilities attendant to such fast-moving developments must take precedence over questions or inquiries of newsmen.

No FBI employee should knowingly furnish an erroneous, deceptive, or misleading answer to a news media inquiry. In the overwhelming majority of cases, an unequivocal and definitive answer can be given reporters' questions regarding whether the FBI is, or is not, investigating a specific criminal act, as well as the reason why we have or have not instituted investigation. However, in kidnap-for-ransom cases and related crimes involving a threat against human life, neither the fact that the crime has occurred, nor the fact that the FBI is investigating it, should be disclosed or confirmed without the approval of the substantive investigative division and the External Affairs Division.

Due to the sensitivity of many banking-type institutions to publicity concerning the amount of loot obtained in robberies, burglaries, and larcenies of financial institutions, such information should not be disclosed to news media without the concurrence of the General Investigative Division and the External Affairs Division.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Under no circumstances should any employee ask or suggest that a newsman withhold information from the public without the concurrence of the substantive investigative division and the External Affairs Division.

## 5. Fugitive Publicity

News releases and other public disclosures designed to solicit public cooperation in the apprehension of FBI fugitives may contain more facts about the fugitive's criminal background than are permissible in news releases and announcements regarding arrests.

In publicity regarding FBI fugitives, extreme care should be taken to avoid statements that brand a fugitive as guilty of a crime for which he has not been convicted. Arrest numbers or other data that identify a photograph as having been made in connection with a past arrest or imprisonment should not appear in photographs of fugitives that are furnished to news media.

Field offices should coordinate all fugitive publicity with the Special Investigative Division and the External Affairs Division; and they should not hesitate to consult the External Affairs Division regarding questions or problems that arise in any area of news media relations.

## 6. Liaison With News Media

SACs who consider it necessary or advisable to do so may use one or more experienced Special Agents to assist in facilitating prompt and effective liaison with the news media. Such Agents will not be spokesmen for their field offices. They may furnish information to news media in the SAC's name after it has been approved by the SAC. They also may assist in preparing news releases, as well as responses to news media inquiries. These Agents should devote no more time to such news media liaison duties than is absolutely necessary.

It is the intent of these guidelines to facilitate a more open stance and, thereby, a mutually beneficial relationship between FBI and news media representatives. SACs, as well as other employees acting for them in news media relations, should be as responsive as practical and possible to inquiries and requests made by newsmen. The term "No comment" should be avoided except when its use is absolutely necessary. If an SAC does not know the answer to a newsman's question, he should have no hesitancy in stating, "I don't know," and/or, depending upon the nature of the inquiry, telling the newsman that he will contact him (the newsman) as soon as he has information that can be furnished to him.

SACs should avail themselves of every opportunity to meet and become well acquainted with leading citizens throughout their field divisions, including representatives of all important news media. They should seek to cultivate a personal, as well as an official, relationship with these individuals to the fullest extent that the demands of other duties make possible.]



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
  - a. Foreword by the Director
  - b. Interesting case write-ups
  - c. Articles which might assist law enforcement officers
  - d. Deleted
2. Distribution  
Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
  - a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by FBIHQ.
  - b. This file may be destroyed when it is over five years old. Retain index cards.
  - c. Current copy should be placed in bookcase, available to all Agents.
  - d. Deleted
4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
  - a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy graduates
  - b. Improved or unusual equipment being used
  - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - d. Deleted
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - g. Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research[(External Affairs)Division]

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## C. SPEECHES

1. The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.
2. It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th, each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups.
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.

## D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
  - a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
  - a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
  - a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
- i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.
- 4. Do not:
  - a. Identify law enforcement officers by name but by title and NA affiliation
  - b. Show aliases of subjects of Dependents Assistance Act of 1950
  - c. Show aliases of victims of WSTA cases
  - d. Use complicated sentence structure
  - e. Use technical references to statutes
  - f. Express personal opinions
  - g. Reveal identity of confidential informants
  - h. Use Bureau expressions like "the subject" and "the Bureau"
  - i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
  - j. Use adjectives excessively
- 5. Transmittal.  
Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention [External Affairs] Division.
- 6. Dissemination  
New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

## E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

- 1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
- 2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters. In all instances the circular letter must include the following:
  - a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
  - b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
  - c. A statement that the matter is to be treated confidentially
  - d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
  - e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

## F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

## G. FIELD OFFICE LISTS

## 1. Law enforcement officials

On March 1 of each year all field offices shall forward to the Bureau a communication pertaining to a list of law enforcement officials and agencies whose cooperation might be helpful. One of the two following procedures should be used:

- a. (1) On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each Department, the list described above. Indicate by an asterisk any change which was not previously called to the Bureau's attention.
  - (a) Chiefs of police
  - (b) Sheriffs
  - (c) State police or highway patrol commanders and ranking officers in command of districts
  - (d) U. S. Marshals and deputies
  - (e) Ranking Federal law enforcement officers
  - (f) Wardens of penal institutions
  - (g) District attorneys or county prosecutors
  - (h) Railway police (if desirable)
  - (i) Officers receiving law enforcement bulletins
  - (j) Any other officials who receive identification orders
- (2) Changes in the list are to be reported in duplicate to the Bureau as they occur.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## I. VISITS TO FIELD OFFICES

1. Non-Bureau governmental officials
  - a. Do not discuss Bureau policies, plans, or relationships. Courteously advise the visitor that inquiries concerning such matters are to be made at the Bureau at Washington.
  - b. Advise the Bureau of the visit, identity of the visitor, purpose, matters discussed, courtesies extended, and observations of interest to the Bureau.
2. Departmental officials
  - a. Be courteous.
  - b. Do not offer office space, clerical and stenographic assistance, or chauffeuring in Bureau automobiles.
  - c. Do not furnish information unless prior notification has been received that the official would contact the field office for information. If no notification received, before furnishing information clearance must be obtained from the Bureau.
  - d. Advise the Bureau in case of doubt.

## J. MISCELLANEOUS

1. [Firearms, defensive tactics,] and disarming demonstrations  
Are to be confined to law enforcement groups.
2. Credentials  
Are to be exhibited to all persons interviewed in such manner that the person to whom shown has an opportunity to observe and understand the connection of the Agent with the FBI.
3. Law enforcement officials
  - a. Contact with
    - (1) Contact must be maintained with law enforcement officials for the purpose of securing information of violations of Federal laws within the jurisdiction of the Bureau.
    - (2) Agents are to call on police executives when in their cities unless such visits would be so frequent as to be embarrassing.
    - (3) Local law enforcement agencies should be advised by letter of the disposition of prosecutive action taken in Federal court in cases

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

referred to Bureau by local law enforcement agencies or where Bureau fugitives are taken into custody by local law enforcement officers. They should also be advised of violations of local laws coming to the attention of the FBI.

b. Visits to Washington

When the field requests special courtesies be afforded certain individuals, including law enforcement officers, coming to Washington, D. C., the communication so advising the Bureau shall contain biographical data and a brief summary of information in the field office files concerning the visitor.

When law enforcement executives are contemplating a visit to the Bureau at Washington, D. C., ask them to call at the office of the [Assistant Director of External Affairs Division, Room 5634,] Justice Building.

c. Letters of commendation, congratulations, appreciation, and condolence

When letters of commendation, congratulations, appreciation, or condolence from the Director are recommended by the field, such recommendations should be submitted promptly. They should include the specific facts on which the recommendation is based, full identifying data and address of the citizen, and the result of a search of the field office indices concerning the citizen. [Form FD-468 may be used.] In connection with the election of officers of police associations at conventions covering more than one field division territory, the field division in whose territory the convention was physically held is responsible for submitting any recommendations for letters of congratulations. The office submitting such request should summarize briefly the relations with these officers, incorporating any derogatory data which might preclude such letters. Inasmuch as the recommending office is not likely to possess all data, pertinent other field divisions should submit a brief, supplemental summary concerning officers recommended for letters who reside in their territory.

4. Inquiries concerning status of Bureau cases

When a state official has expressed interest in the prosecutive status of a Bureau case, for a legitimate reason, such as deferment of state prosecution pending the outcome of the Federal case, insure that such official is kept appropriately advised, including the final outcome of the matter.

5. U. S. Cabinet officers, Senators, and Congressmen

If an SAC receives an inquiry from a Cabinet officer or U. S. Senator or Congressman concerning an official matter, it should be brought to the Bureau's attention immediately.

K. SOURCES OF INFORMATION

Definition

An individual, organization, or concern willingly furnishing information to employees frequently enough to justify making a record where the source need not be protected. If occasionally the source must be protected, this may be done. If sources must be constantly concealed, they become informants or confidential sources and must be handled as such.

1. Index

Index card (3 by 5 inches) must be made up to contain:

- a. Names
- b. Addresses
- c. Organization or concern
- d. Type of information furnished
- e. Date of development

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:
- a. Federal judges
  - b. U. S. Attorneys
  - c. Only outstanding state judges
  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
 

<ol style="list-style-type: none"> <li>(1) Mayors</li> <li>(2) Chiefs of police</li> <li>(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services</li> <li>(4) Managers or owners of leading and most important radio stations</li> <li>(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions</li> <li>(6) Executive secretary or director of chambers of commerce</li> <li>(7) Heads of Federal intelligence agencies</li> <li>(8) Outstanding leaders of Government and business</li> <li>(9) Heads of larger universities</li> <li>(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi</li> </ol>	<ol style="list-style-type: none"> <li>(11) Top representatives of airlines</li> <li>(12) Managers of leading airports</li> <li>(13) Top representatives of railroads</li> <li>(14) Managers of leading railroad stations</li> <li>(15) Top representatives of telephone companies</li> <li>(16) Top representatives of Western Union</li> <li>(17) Managers of the most outstanding and important hotels</li> <li>(18) Heads of better business bureaus</li> <li>(19) Heads of leading banks</li> <li>(20) Influential minority leaders</li> </ol>
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14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

## [[M.]] NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers including minority-oriented newspapers, must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[N. BUREAU-WIDE INFORMATION PROGRAM REGARDING MATTERS OF NATIONAL INTEREST. This program is coordinated by the External Affairs Division and is devoted primarily to supplying SACs facts regarding current happenings, including both administrative and investigative developments, that are topics of nationwide press coverage and public interest.

[All such communications to SACs bear the caption "BUREAU-WIDE INFORMATION PROGRAM" and are in the form of either teletypes or airtels, dependent upon the exigencies of the situation.

[The purpose of this program is to assure that each SAC possesses the key facts concerning important happenings anywhere within the FBI that command widespread public interest. Information furnished to SACs under this program should prove helpful to them, as well as to other FBI personnel, in answering questions, correcting misunderstandings, and dispelling false rumors that may exist either within or without the ranks of the FBI. In some instances, however, the information may be of such a nature that it cannot be disclosed in whole or in part to outsiders. In fact, occasionally it is necessary to restrict discussion and disclosure of the information even within FBIHQ and field offices. Guidelines furnished on each communication should be strictly followed.

[FBIHQ and field office personnel should promptly bring to the attention of the External Affairs Division all current items and developments that they feel merit consideration for inclusion under this program.]



MANUAL OF RULES AND REGULATIONS  
MAY 28, 1974  
REVISION 264

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Table of  
Contents - Pages 5 and 6

Section 1 - Pages 1 and 2  
Pages 3 and 4

Section 3 - Pages 1 and 2

Section 4 - Pages 11a and 12

Section 5 - Page 13

Section 6 - Pages 5 and 6

Section 10 - Pages 3 and 4

Section 12 - Pages 1b and 2  
Pages 3 and 4

Section 16 - Pages 1d and 2

Part II

Section 3 - Pages 5a and 6  
Pages 11 and 11a  
Pages 27 and 28  
Pages 35 and 36  
Pages 37 and 38

Part II (cont.)

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Pages 3 and 3a  
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Section 7 - Pages 5 and 6  
Pages 7 and 8

Section 8 - Page 18c  
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Section 9 - Pages 17a and 18

Index - Pages 17 and 18  
Pages 19a and 20  
Pages 20a and 20b

Clarence M. Kelley

Director

Enclosures (31)

## SECTION 6: PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

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## 5. Fugitive Publicity

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Field offices should coordinate all fugitive publicity with the Special Investigative Division and the External Affairs Division; and they should not hesitate to consult the External Affairs Division regarding questions or problems that arise in any area of news media relations.

## 6. Liaison With News Media

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SACs should avail themselves of every opportunity to meet and become well acquainted with leading citizens throughout their field divisions, including representatives of all important news media. They should seek to cultivate a personal, as well as an official, relationship with these individuals to the fullest extent that the demands of other duties make possible.]

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

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This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

## 1. Contents

- a. Foreword by the Director
- b. [Fugitive notices and interesting or unusual fingerprint patterns
- c. Articles and features designed to inform law enforcement officers of new, but proven, programs and techniques to enhance their professional capabilities
- d. Items alerting law enforcement officers to dangerous weapons or techniques utilized by the criminal element ]

## 2. Distribution

Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work

## 3. Filing and indexing

- a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by FBIHQ.
- b. This file may be destroyed when it is over five years old. Retain index cards.
- c. Current copy should be placed in bookcase, available to all Agents.
- d. Deleted

## 4. [Suggestions and submissions

- a. Each field office is required to submit three suggestions for byline articles from each state within its territory. Prior to submitting suggestions, proposed authors may be approached to determine their willingness to prepare an article and to identify the scope of their topic. However, proposed authors should not be asked to prepare a manuscript until the Bureau notifies the field office that the suggestion has been accepted and the article is requested. In contacts with any proposed or potential authors, absolutely no representations should be made which would obligate the FBI to any publishing commitments since many factors determine which articles received are ultimately published.
- b. In suggesting featured articles, consideration should mainly be given to manuscripts concerning proven programs and techniques of law enforcement which may be of significant value to other agencies. Suggestions should be concerned with training, research, or operational matters. Avoid items of a "newsletter" nature and matters which have a limited scope of interest in the profession.
- c. Each field office should be alert to exceptional photographs which could be recommended for use as a cover for the magazine. The Bureau wishes to project on the Bulletin's cover the best image of law enforcement. Attention-getting photographs showing officers giving aid to helpless citizens, protecting the weak, comforting the injured, or apprehending the guilty are examples of those that should be recommended when they come to the attention of field offices.
- d. Transmit all material for the magazine to the Bureau under the caption:

FBI Law Enforcement Bulletin  
Research Section (External Affairs Division)]

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## C. SPEECHES

1. The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.
2. It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th, each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups.
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.

## D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
  - a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
  - a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
  - a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence
  - h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
  - i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. Do not:
  - a. Identify law enforcement officers by name but by title and NA affiliation
  - b. Show aliases of subjects of Dependents Assistance Act of 1950
  - c. Show aliases of victims of WSTA cases
  - d. Use complicated sentence structure
  - e. Use technical references to statutes
  - f. Express personal opinions
  - g. Reveal identity of confidential informants
  - h. Use Bureau expressions like "the subject" and "the Bureau"
  - i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
  - j. Use adjectives excessively
5. Transmittal  
Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, Attention: External Affairs Division.
6. Dissemination  
[Field Offices will be advised by routing slip when new write-ups are prepared. If copies are desired, an appropriate letter should be submitted to the Bureau, Attention: External Affairs Division, setting forth the specific use for which the write-up is intended. In instances where write-ups, either those previously prepared or those to be published in the future, may be released outside the Bureau, it will be necessary to first obtain Bureau approval.]
7. Interesting case control file  
A copy of all communications concerning the dissemination of write-ups outside the Bureau is to be placed in the Interesting Case Control file. These communications should contain the identity of the person to whom the write-up is being made available, as well as the purpose for which it is to be used.]

## E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters. In all instances the circular letter must include the following:
  - a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
  - b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
  - c. A statement that the matter is to be treated confidentially
  - d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
  - e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

## F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

## G. FIELD OFFICE LISTS

## 1. Law enforcement officials

On March 1 of each year all field offices shall forward to the Bureau a communication pertaining to a list of law enforcement officials and agencies whose cooperation might be helpful. One of the two following procedures should be used:

- a. (1) On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each Department, the list described above. Indicate by an asterisk any change which was not previously called to the Bureau's attention.
  - (a) Chiefs of police
  - (b) Sheriffs
  - (c) State police or highway patrol commanders and ranking officers in command of districts
  - (d) U. S. Marshals and deputies
  - (e) Ranking Federal law enforcement officers
  - (f) Wardens of penal institutions
  - (g) District attorneys or county prosecutors
  - (h) Railway police (if desirable)
  - (i) Officers receiving law enforcement bulletins
  - (j) Any other officials who receive identification orders
- (2) Changes in the list are to be reported in duplicate to the Bureau as they occur.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:
- a. Federal judges
  - b. U. S. Attorneys
  - c. Only outstanding state judges
  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
    - (1) Mayors
    - (2) Chiefs of police
    - (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
    - (4) Managers or owners of leading and most important radio[and television] stations
    - (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
    - (6) Executive secretary or director of chambers of commerce
    - (7) Heads of Federal intelligence agencies
    - (8) Outstanding leaders of Government and business
    - (9) Heads of larger universities
    - (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
    - (11) Top representatives of airlines
    - (12) Managers of leading airports
    - (13) Top representatives of railroads
    - (14) Managers of leading railroad stations
    - (15) Top representatives of telephone companies
    - (16) Top representatives of Western Union
    - (17) Managers of the most outstanding and important hotels
    - (18) Heads of better business bureaus
    - (19) Heads of leading banks
    - (20) Influential minority leaders.
14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

## M. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers including minority-oriented newspapers, must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[N. BUREAU-WIDE INFORMATION PROGRAM REGARDING MATTERS OF NATIONAL INTEREST  
This program is coordinated by the External Affairs Division and is devoted primarily to supplying SACs facts regarding current happenings, including both administrative and investigative developments, that are topics of nationwide press coverage and public interest.

[All such communications to SACs bear the caption "BUREAU-WIDE INFORMATION PROGRAM" and are in the form of either teletypes or airtels, dependent upon the exigencies of the situation.

[The purpose of this program is to assure that each SAC possesses the key facts concerning important happenings anywhere within the FBI that command widespread public interest. Information furnished to SACs under this program should prove helpful to them, as well as to other FBI personnel, in answering questions, correcting misunderstandings, and dispelling false rumors that may exist either within or without the ranks of the FBI. In some instances, however, the information may be of such a nature that it cannot be disclosed in whole or in part to outsiders. In fact, occasionally it is necessary to restrict discussion and disclosure of the information even within FBIHQ and field offices. Guidelines furnished on each communication should be strictly followed.

[FBIHQ and field office personnel should promptly bring to the attention of the External Affairs Division all current items and developments that they feel merit consideration for inclusion under this program.]



MANUAL OF RULES AND REGULATIONS  
DECEMBER 27, 1974  
REVISION 271

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I.	Section 3 - Pages 11c and 12 Pages 17a and 18
Table of Contents - Pages 3 and 4 Pages 5 and 6	
Section 6 - Page 7-8 Pages 9 and 10	Section 4 - Pages 35 and 36 Pages 37 and 38 Pages 41 and 42-46 Page 47-50 Pages 57b and 58 Pages 59 and 60 Pages 63 and 64
Section 16 - Pages 3 and 3a	
Section 18 - (New Section) Pages 1 and 2 Pages 3 and 4	Section 6 - Pages 3 and 3a Page 5b
Part II	Section 8 - Pages 1b and 2
Section 1 - Pages 1a and 2 Pages 3 and 4	Index - Pages 7 and 8
Section 2 - Pages 1 and 1a	

Clarence M. Kelley

Director

Enclosures (23)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. Do not:
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  - d. Use complicated sentence structure
  - e. Use technical references to statutes
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6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, [color, religion, sex, or national origin.]
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

## [F. RADIO[AND TELEVISION]BROADCASTS

Radio[and television]broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

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  - (b) Sheriffs
  - (c) State police or highway patrol commanders and ranking officers in command of districts
  - (d) U. S. Marshals and deputies
  - (e) Ranking Federal law enforcement officers
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  - (g) District attorneys or county prosecutors
  - (h) Railway police (if desirable)
  - (i) Officers receiving law enforcement bulletins
  - (j) Any other officials who receive identification orders
- (2) Changes in the list are to be reported in duplicate to the Bureau as they occur.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- c. Purchase of individual publications at Bureau request  
When the Bureau requests a field office to purchase and forward one or more copies of publications of security interest, it is desired, unless otherwise specifically stated, that nonevidentiary copies be forwarded. With respect to these specific Bureau requests for the purchase of individual copies of publications, the requested nonevidentiary copies should be forwarded to the Bureau by routing slip via ordinary mail.
- d. Obtaining and retaining evidentiary copies of publications in the field  
When the submitting office determines, or is advised by the Bureau, that a certain issue of a publication (which has already been forwarded to the Bureau) is deemed to be of sufficient importance to warrant the obtaining of an evidentiary copy of that issue, a copy thereof should be obtained through live informants or by having an Agent purchase a copy at a public outlet for that publication, if confidentially feasible. The evidentiary copy, bearing complete identifying data, should be retained as evidence in the field office; and the Bureau should be so advised by letter, setting forth complete identifying data concerning the evidentiary copy, together with the caption and file number of the file in which the evidentiary copy is retained.
- e. Transmittal of evidentiary copies of publications to the Bureau  
Instances in which the field will transmit evidentiary copies of publications to the Bureau will be limited almost exclusively to the submission of copies of foreign language publications for translation of certain material for use as evidence. In these instances, it is required that:
- (1) Each copy submitted bear complete identifying data
  - (2) The material be forwarded in sealed envelopes labeled "Evidence"
  - (3) The material be forwarded via registered mail
  - (4) The cover letter of transmittal be marked for the attention of the FBI Laboratory; state clearly that it is contemplated that the publications (and translations thereof) will be used as evidence; identify clearly the enclosed publications as to title, place of publication, and date of issue; show the method of transmittal of the evidence to the Bureau; and indicate the desired disposition of the evidence.
- f. Calling attention of Bureau to publications of security interest  
When a field office obtains an evidentiary copy of a publication which it desires to call to the Bureau's attention, a letter should be addressed to the Bureau to that end. Title, author, publisher, and the general nature should be very briefly set forth, together with the identifying data proper to the evidentiary copy. The letter should be informative, not requiring an answer. A nonevidentiary duplicate copy of that publication should be enclosed with the letter, if readily available. If a nonevidentiary copy is not readily available, that fact should be stated in the letter. If the Bureau desires to obtain a nonevidentiary duplicate copy of the publication for review, efforts will be made to obtain it through the appropriate field office. If not obtained, the office possessing the evidentiary copy will be requested to forward to the Bureau a Photostat thereof.

MANUAL OF RULES AND REGULATIONS  
JANUARY 27, 1975  
REVISION 272

RE: REVISED PAGES

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Part II

Section 3 - Pages 1c and 2  
Pages 3c and 4  
Pages 5a and 6  
Page 11b  
Pages 11c and 12  
Pages 13 and 13a  
Page 13b  
Pages 13c and 14  
Pages 15 and 15a  
Pages 15b and 15c  
Pages 15d and 16  
Page 17  
Pages 33 and 34  
Pages 35 and 36

Section 4 - Pages 1b and 2  
Pages 7 and 8  
Page 8a  
Pages 33a and 34  
Pages 65 and 66

Section 6 - Page 2a

Section 8 - Pages 1 and 1a  
Pages 19 and 20  
Pages 23 and 24-26  
(Delete pages 25 and 26)

Section 9 - Pages 7 and 8  
Pages 9 and 10  
Page 17  
Pages 19 and 20

Clarence M. Kelley

Director

Enclosures (27)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## C. SPEECHES

1. The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.
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3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.

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  - a. Double spaced
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  - c. Title includes names and aliases of convicted subjects
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  - g. Showing the actual time which is to be served under sentence
  - h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
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Section 17 - Pages 1 and 2	Section 7 - Pages 5 and 6
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	Pages 29 and 30
Part II	Section 9 - Pages 21 and 22
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Pages 9 add 10	
Pages 15 and 15a	Index - Page 43

Clarence M. Kelley

Director

Enclosures (23)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
  - a. Relating to law enforcement concerning
    - (1) Scientific apparatus
    - (2) Equipment
    - (3) Personnel
    - (4) Methods
    - (5) Economics
  - b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
    - (1) The FBI, derogatory and complimentary. If possible, show author.
    - (2) Outstanding abuses of parole and probation
    - (3) Outstanding instances of juvenile crime
    - (4) Bad local crime conditions
    - (5) Scientific crime detection experts
    - (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual pertinent school files clippings relative to each police school in which field participates.)
    - (7) Police training in colleges and universities
    - (8) Aggravated sex offenders
    - (9) Matters appearing in the press concerning the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
    - (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
  - a. Mount the clipping on form FD-350 within the borders shown.
  - b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
  - c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
  - d. Show whether the matter mentioned is being investigated.
  - e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
  - f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
  - g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page....," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
- i. Mounted clippings should read from top to bottom, column by column, from left to right.
- j. All clippings must be complete.
- k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations should be forwarded.
- l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.
- 3. Resident Agents must be alert for material appearing in the local press.
- 4. Submission of publications of security interest to the Bureau
  - a. General principle governing submissions
 

The Bureau desires to receive publications of security interest at [FBIHQ] for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
  - b. Manner of handling and forwarding nonevidentiary copies of publications
    - (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of [Section IS-3, Intelligence Division]) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
  - (2) Each SAC and each legal attache must keep the Bureau, attention [Section IS-3, Intelligence Division,] informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
  - (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete or when it is determined a source is deceased.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index except when it has been determined that source is deceased, at which time general index card can be destroyed immediately. Under all other conditions the general index cards shall be retained for 20 years subsequent to the removal of cards from the special source of information index.

## 2. Files

Do not make up files or write memoranda for the preparation of sources of information.

## 3. Security and extremist sources of information

Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and extremist sources of information. Follow instructions set out in section [130I,] item 2b, volume IV, of the Manual of Instructions. If the security or extremist source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 4. Gifts should not be given to sources since such actions might be misconstrued.

## [L. [PUBLIC CONTACTS

1. Public contacts are defined as persons who, because of their positions, can and do render extraordinary service or provide unusual and highly valuable assistance to the FBI.
2. Immediately upon assuming the duties of SAC, such SAC should visit leading officials located in the field division.]

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## 3. Persons to be contacted shortly after the arrival of the SAC include:

- a. Federal judges
- b. U. S. Attorneys
- c. Only outstanding state judges
- d. Governors
- e. Leading state and county prosecutors
- f. State attorneys general
- g. Officers of the National Association of County and Prosecuting Attorneys
- h. Executive secretary of state chamber of commerce
- i. In the principal cities:
  - (1) Mayors
  - (2) Chiefs of police
  - (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
  - (4) Managers or owners of leading and most important radio and television stations
  - (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
  - (6) Executive secretary or director of chambers of commerce
  - (7) Heads of Federal intelligence agencies
  - (8) Outstanding leaders of Government and business
  - (9) Heads of larger universities
  - (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
  - (11) Top representatives of airlines
  - (12) Managers of leading airports
  - (13) Top representatives of railroads
  - (14) Managers of leading railroad stations
  - (15) Top representatives of telephone companies
  - (16) Top representatives of Western Union
  - (17) Managers of the most outstanding and important hotels
  - (18) Heads of better business bureaus
  - (19) Heads of leading banks
  - (20) Influential minority leaders

## M. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 3i, (3), above, officials of leading newspapers including minority-oriented newspapers, must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[N. BUREAU-WIDE INFORMATION PROGRAM REGARDING MATTERS OF NATIONAL INTEREST  
This program is coordinated by the External Affairs Division and is devoted primarily to supplying SACs facts regarding current happenings, including both administrative and investigative developments, that are topics of nationwide press coverage and public interest.

[All such communications to SACs bear the caption "BUREAU-WIDE INFORMATION PROGRAM" and are in the form of either teletypes or airtels, dependent upon the exigencies of the situation.

[The purpose of this program is to assure that each SAC possesses the key facts concerning important happenings anywhere within the FBI that command widespread public interest. Information furnished to SACs under this program should prove helpful to them, as well as to other FBI personnel, in answering questions, correcting misunderstandings, and dispelling false rumors that may exist either within or without the ranks of the FBI. In some instances, however, the information may be of such a nature that it cannot be disclosed in whole or in part to outsiders. In fact, occasionally it is necessary to restrict discussion and disclosure of the information even within FBIHQ and field offices. Guidelines furnished on each communication should be strictly followed.

[FBIHQ and field office personnel should promptly bring to the attention of the External Affairs Division all current items and developments that they feel merit consideration for inclusion under this program.]

MARCH 27, 1970  
MANUAL OF RULES AND REGULATIONS  
REVISION 214

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

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~~Pages 27c and 28~~  
~~Pages 29 and 30~~  
~~Pages 33 and 34~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (23)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## H. INFORMATION TO BE FURNISHED TO THE BUREAU

## 1. Which does not have a nationwide circulation or interest

## a. Relating to law enforcement concerning

- (1) Scientific apparatus
- (2) Equipment
- (3) Personnel
- (4) Methods
- (5) Economics

## b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern

- (1) The FBI, derogatory and complimentary. If possible, show author.
- (2) Outstanding abuses of parole and probation
- (3) Outstanding instances of juvenile crime
- (4) Bad local crime conditions
- (5) Scientific crime detection experts
- (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual[pertinent school]files clippings relative to each police school in which field participates.)
- (7) Police training in colleges and universities
- (8) Aggravated sex offenders
- (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
- (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.

## 2. Method of preparation for transmittal

- a. Mount the clipping on form FD-350 within the borders shown.
- b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
- c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
- d. Show whether the matter mentioned is being investigated.
- e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
- f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
- g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page..." the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
- i. Mounted clippings should read from top to bottom, column by column, from left to right.
- j. All clippings must be complete.
- k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations should be forwarded.
- l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.
- 3. Resident Agents must be alert for material appearing in the local press.
- 4. Submission of publications of security interest to the Bureau
  - a. General principle governing submissions  
The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
  - b. Manner of handling and forwarding nonevidentiary copies of publications
    - (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of [Research Section, Domestic Intelligence Division]) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.

- (2) Each SAC and each legal attache must keep the Bureau, attention [Research Section, Domestic Intelligence Division], informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
- (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

FEBRUARY 27, 1970  
MANUAL OF RULES AND REGULATIONS  
REVISION 212

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (43)



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. Copies of Bureau press releases to be placed in case file and press release file if exists.
- [ 11. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.]

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
  - a. Foreword by the Director
  - b. Interesting case write-ups
  - c. Articles which might assist law enforcement officers
  - d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution  
Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
  - a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
  - b. This file may be destroyed when it is over five years old. Retain index cards.
  - c. Current copy should be placed in bookcase, available to all Agents.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

d. Each insert should be filed with the bulletin to which it relates.

No indexing of individual notices contained therein is necessary.

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
- Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
  - Improved or unusual equipment being used
  - Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - Human interest items from local police work
  - Police and firearms training subjects
  - Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - Transmit all material to the Bureau under the caption:

FBI Law Enforcement Bulletin  
Research (Crime Records)

## C. SPEECHES

- Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television appearance, a manuscript of the remarks must be submitted for the Bureau's review and approval unless previously approved. Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval. In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
- Copy of Bureau letter approving speaker should be placed in his field personnel file.
- Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

## D. INTERESTING CASE WRITE-UPS

- Write-ups of interesting cases may be:
  - Requested by the Bureau
  - Voluntarily submitted by the office of origin
  - Suggested by other offices
- They are prepared concerning cases of:
  - Major importance
  - Public interest
  - Unusual and effective investigative techniques
  - Novel investigations of human interest
- They are prepared:
  - Double spaced
  - Bureau file number to appear in upper left corner of first page
  - Title includes names and aliases of convicted subjects
  - Accurately
  - After a review of the entire file
  - In chronological or logical order, with all dates definite
  - Showing the actual time which is to be served under sentence

JANUARY 30, 1970  
MANUAL OF RULES AND REGULATIONS  
REVISION 211

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
  - a. Routine cases in which complaints have been filed
  - b. Selective Service cases, except when draft boards are involved
  - c. Interstate transportation of stolen motor vehicle, except when widespread rings are involved
  - d. White Slave Traffic Act
  - e. Deserter cases, except charges growing out of the harboring of deserters
  - f. Illegal wearing of uniform
  - g. Impersonation
  - h. National Firearms Act
  - i. [State Firearms Control Assistance Act; unlawful possession or receipt of firearms]
  - j. Extortion
  - k. Red Cross Act
  - l. Theft from interstate shipment
  - m. May Act
  - n. Patent matters
  - o. Copyright matters
  - p. Federal Reserve Act
  - q. Mail fraud
  - r. Falsely claiming citizenship
  - s. Illegal manufacture, possession, or wearing of civil defense insignia
  - t. Illegal manufacture, sale, or use of military cremation urn
  - u. Crimes on the high seas
  - v. National Bankruptcy Act
  - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
  - x. Crimes on Indian reservation
  - y. Crimes on Government reservation
  - z. Bills of Lading Act
  - aa. False entries in records of interstate carriers
  - ab. Illegal use of a railroad pass
  - ac. Interstate transportation of gambling devices
  - ad. Interstate transportation of lottery tickets
  - ae. Interstate transportation of obscene matter
  - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
  - ag. Interstate transportation of stolen property
  - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
  - ai. Bank robbery
  - aj. Interstate transportation of stolen cattle
  - ak. Migratory Game Bird Act

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## 2. Requesting authority for release

## a. By teletype

At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made. UACB are to be furnished the Bureau.

## b. By telephone where time is of essence

Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.

## 3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.

## 4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.

## 5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.

## 6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.

## 7. [In those instances in which a press release is issued at SOG, television and radio media should be merely provided with a written copy of the press release, and Bureau personnel should not submit to live, filmed, or tape-recorded interviews of any kind, including the reading of the release itself, without prior Bureau authority. Tact and diplomacy must be exercised in declining to participate in such interviews. With respect to local press releases, SACs may, when requested, make personal appearances on television and radio provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received.]

## 8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. Copies of Bureau press releases to be placed in case file and press release file if exists.

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

## 1. Contents

- a. Foreword by the Director
- b. Interesting case write-ups
- c. Articles which might assist law enforcement officers
- d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs

## 2. Distribution

Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work

## 3. Filing and indexing

- a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
- b. This file may be destroyed when it is over five years old. Retain index cards.
- c. Current copy should be placed in bookcase, available to all Agents.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.
4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
- Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
  - Improved or unusual equipment being used
  - Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - Human interest items from local police work
  - Police and firearms training subjects
  - Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research (Crime Records)

## C. SPEECHES

- Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television appearance, a manuscript of the remarks must be submitted for the Bureau's review and approval unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval. In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
- Copy of Bureau letter approving speaker should be placed in his field personnel file.
- Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

## D. INTERESTING CASE WRITE-UPS

- Write-ups of interesting cases may be:
  - Requested by the Bureau
  - Voluntarily submitted by the office of origin
  - Suggested by other offices
- They are prepared concerning cases of:
  - Major importance
  - Public interest
  - Unusual and effective investigative techniques
  - Novel investigations of human interest
- They are prepared:
  - Double spaced
  - Bureau file number to appear in upper left corner of first page
  - Title includes names and aliases of convicted subjects
  - Accurately
  - After a review of the entire file
  - In chronological or logical order, with all dates definite
  - Showing the actual time which is to be served under sentence

OCTOBER 31, 1969  
MANUAL OF RULES AND REGULATIONS  
REVISION 208

*obsolete*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

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Section 6 - Pages 5 and 5a

Very truly yours,

John Edgar Hoover

Director

Enclosures (23)



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## H. INFORMATION TO BE FURNISHED TO THE BUREAU

## 1. Which does not have a nationwide circulation or interest

## a. Relating to law enforcement concerning

- (1) Scientific apparatus
- (2) Equipment
- (3) Personnel
- (4) Methods
- (5) Economics

## b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern

- (1) The FBI, derogatory and complimentary. If possible, show author.
- (2) Outstanding abuses of parole and probation.
- (3) Outstanding instances of juvenile crime
- (4) Bad local crime conditions
- (5) Scientific crime detection experts
- (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual[pertinent school]files clippings relative to each police school in which field participates.)
- (7) Police training in colleges and universities
- (8) Aggravated sex offenders
- (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
- (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.

## 2. Method of preparation for transmittal

- a. Mount the clipping on form FD-350 within the borders shown.
- b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
- c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
- d. Show whether the matter mentioned is being investigated.
- e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
- f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
- g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...", the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
  - i. Mounted clippings should read from top to bottom, column by column, from left to right.
  - j. All clippings must be complete.
  - k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations should be forwarded.
  - l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.
  - 3. Resident Agents must be alert for material appearing in the local press.
  - 4. Submission of publications of security interest to the Bureau
    - a. General principle governing submissions
 

The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
    - b. Manner of handling and forwarding nonevidentiary copies of publications
      - (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research Unit) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."
- Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
- (2) Each SAC and each legal attache must keep the Bureau, attention Central Research Unit, informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
  - (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

JULY 28, 1969  
MANUAL OF RULES AND REGULATIONS  
REVISION 205

*obsolete*

RE: REVISED PAGES

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Very truly yours,

John Edgar Hoover

Director

Enclosures (31)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

## 2. Files

Do not make up files or write memoranda for the preparation of sources of information.

## 3. Security and racial sources of information

Every six months a letter of justification[(FD-401)]should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. [Follow instructions set out in]section 130G, item 2b, volume IV, of the Manual of Instructions. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 4. Gifts should not be given to sources since such actions might be misconstrued.

## L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following sub-headings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Results of Identification Division check
  - f. Derogatory information
  - g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data.
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

APRIL 25, 1969  
MANUAL OF RULES AND REGULATIONS  
REVISION 202

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (23)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

- b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## 2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol, Tobacco[and Firearms]

Division

Bureau of Customs

Cooperative Credit Bureaus

Duly Constituted Law Enforcement Officers

FBINA Graduates

Hotels

Immigration and Naturalization Service

(4) The following may appear on the list:

Automobile Clubs

Banks

Car Rental Agencies

County Attorneys

County Coroners

Credit Companies

Detective Agencies

Enlistment Officers, U. S. Air

Force, Army, Navy, Marine Corps

Employment Service

Fire Departments

Forest Service

Gunsmiths

Insurance Companies

Movie Studios

Missions Providing Lodging

Post Office Inspectors

Postmasters

Salvation Army

Secret Service

U. S. Marshals

Navy Shore Patrol

Oil Company Special Agents

Parole and Probation Officers

Plant Quarantine Officers

Protective Associations

Race Tracks

Savings and Loan Associations

Service Recruiting Officers

State Employment Offices

State Hospitals for Insane

Steamship Companies

Telegraph Companies

U. S. Attorneys

U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.



RE: REVISED PAGES

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Very truly yours,

John Edgar Hoover

Director

Enclosures (11)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

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7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

- b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

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a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division

Bureau of Customs

Cooperative Credit Bureaus

Duly Constituted Law Enforcement Officers

FBINA Graduates

Hotels

Immigration and Naturalization Service

(4) The following may appear on the list:

Automobile Clubs

Banks

[Car Rental Agencies]

County Attorneys

County Coroners

Credit Companies

Detective Agencies

Enlistment Officers, [U. S. Air

Force,] Army, Navy, Marine Corps

Employment Service

Fire Departments

Forest Service

Gunsmiths

Insurance Companies

Movie Studios

Missions Providing Lodging

Post Office Inspectors

Postmasters

Salvation Army

Secret Service

U. S. Marshals

Navy Shore Patrol

Oil Company Special Agents

Parole and Probation Officers

Plant Quarantine Officers

Protective Associations

Race Tracks

Savings and Loan Associations

Service Recruiting Officers

State Employment Offices

State Hospitals for Insane

Steamship Companies

Telegraph Companies

U. S. Attorneys

U. S. Commissioners

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Very truly yours, .

John Edgar Hoover

Director

Enclosures (19)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

## 2. Files

Do not make up files or write memoranda for the preparation of sources of information.

## 3. Security and racial sources of information

Every[six]months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. For security sources of information, see section 107N, item 3b, volume IV, of the Manual of Instructions for form to be followed; for racial sources of information, see section 130G, item 2b, volume IV, of the Manual of Instructions. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 4. Gifts should not be given to sources since such actions might be misconstrued.

## L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following sub-headings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Results of Identification Division check
  - f. Derogatory information
  - g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
  - a. Routine cases in which complaints have been filed
  - b. Selective Service cases, except when draft boards are involved
  - c. Interstate transportation of stolen motor vehicle, except when widespread rings are involved
  - d. White Slave Traffic Act
  - e. Deserter cases, except charges growing out of the harboring of deserters
  - f. Illegal wearing of uniform
  - g. Impersonation
  - h. National Firearms Act
  - i. [State Firearms Control Assistance Act; unlawful possession or receipt of firearms]
  - j. Extortion
  - k. Red Cross Act
  - l. Theft from interstate shipment
  - m. May Act
  - n. Patent matters
  - o. Copyright matters
  - p. Federal Reserve Act
  - q. Mail fraud
  - r. Falsely claiming citizenship
  - s. Illegal manufacture, possession, or wearing of civil defense insignia
  - t. Illegal manufacture, sale, or use of military cremation urn
  - u. Crimes on the high seas
  - v. National Bankruptcy Act
  - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
  - x. Crimes on Indian reservation
  - y. Crimes on Government reservation
  - z. Bills of Lading Act
  - aa. False entries in records of interstate carriers
  - ab. Illegal use of a railroad pass
  - ac. Interstate transportation of gambling devices
  - ad. Interstate transportation of lottery tickets
  - ae. Interstate transportation of obscene matter
  - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
  - ag. Interstate transportation of stolen property
  - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
  - ai. Bank robbery
  - aj. Interstate transportation of stolen cattle
  - ak. Migratory Game Bird Act



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Requesting authority for release
  - a. By teletype  
At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
  - b. By telephone where time is of essence  
Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. In the normal process of issuing press releases, [either local or national, SACs may, when requested, make personal appearances for television and radio, provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received.]
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.
9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. Copies of Bureau press releases to be placed in case file and press release file if exists.

May 27, 1968  
MANUAL OF RULES AND REGULATIONS  
REVISION 191

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

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Very truly yours, .

John Edgar Hoover

Director

Enclosures (27)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
- i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.
- Do not:
  - a. Identify law enforcement officers by name but by title and NA affiliation
  - b. Show aliases of subjects of Dependents Assistance Act of 1950
  - c. Show aliases of victims of WSTA cases
  - d. Use complicated sentence structure
  - e. Use technical references to statutes
  - f. Express personal opinions
  - g. Reveal identity of confidential informants
  - h. Use Bureau expressions like "the subject" and "the Bureau"
  - i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
  - j. Use adjectives excessively
- 5. Transmittal
 

Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention Crime Records Division.
- 6. Dissemination
 

New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

## E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

- 1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
- 2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. [On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters.] In all instances [the circular] letter must include the following:
  - a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
  - b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
  - c. A statement that the matter is to be treated confidentially
  - d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
  - e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

## F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

## G. FIELD OFFICE LISTS

## 1. Law enforcement officials

[ On March 1 of each year all field offices shall forward to the Bureau  
[ a communication pertaining to a list of law enforcement officials and  
[ agencies whose cooperation might be helpful. One of the two following  
[ procedures should be used:]

[ a. [(1)] On March 1 of each year all field offices shall forward to  
[ the Bureau in duplicate, and with a space left between the of-  
[ ficials of each Department, [the list described above.] Indicate  
[ by an asterisk any change which was not previously called  
[ to the Bureau's attention.

[ (a) ] Chiefs of police

[ (b) ] Sheriffs

[ (c) ] State police or highway patrol commanders and ranking officers  
[ in command of districts

[ (d) ] U. S. Marshals and deputies

[ (e) ] Ranking Federal law enforcement officers

[ (f) ] Wardens of penal institutions

[ (g) ] District attorneys or county prosecutors

[ (h) ] Railway police (if desirable)

[ (i) ] Officers receiving law enforcement bulletins

[ (j) ] Any other officials who receive identification orders

[(2)] Changes in the list are to be reported in duplicate to the  
Bureau as they occur.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[(3)] Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

[b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.]

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS.

## 2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division	Missions Providing Lodging
Bureau of Customs	Post Office Inspectors
Cooperative Credit Bureaus	Postmasters
Duly Constituted Law Enforcement Officers	Salvation Army
FBINA Graduates	Secret Service
Hotels	U. S. Marshals

Immigration and Naturalization Service

(4) The following may appear on the list:

Automobile Clubs

Banks

[Car Rental Agencies]

County Attorneys

County Coroners

Credit Companies

Detective Agencies

Enlistment Officers, [U. S. Air

Force,] Army, Navy, Marine Corps

Employment Service

Fire Departments

Forest Service

Gunsmiths

Insurance Companies

Movie Studios

Navy Shore Patrol

Oil Company Special Agents

Parole and Probation Officers

Plant Quarantine Officers

Protective Associations

Race Tracks

Savings and Loan Associations

Service Recruiting Officers

State Employment Offices

State Hospitals for Insane

Steamship Companies

Telegraph Companies

U. S. Attorneys

U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

January 27, 1967

MANUAL OF RULES AND REGULATIONS  
REVISION 174

RE: REVISED PAGES

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Pages ~~41 and 42~~

Very truly yours,

John Edgar Hoover

Director

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
- [5.] [A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.]
- [6.] Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
- [7.] Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

## F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

## G. FIELD OFFICE LISTS

## 1. Law enforcement officials

- a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful. Indicate by an asterisk any change which was not previously called to the Bureau's attention.
  - (1) Chiefs of police
  - (2) Sheriffs
  - (3) State police or highway patrol commanders and ranking officers in command of districts
  - (4) U. S. Marshals and deputies
  - (5) Ranking Federal law enforcement officers
  - (6) Wardens of penal institutions
  - (7) District attorneys or county prosecutors
  - (8) Railway police (if desirable)
  - (9) Officers receiving law enforcement bulletins
  - (10) Any other officials who receive identification orders
- b. Changes in the list are to be reported in duplicate to the Bureau as they occur.
- c. Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa [zip code]	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa [zip code]	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa [zip code]	George Smith Constable	George Smythe	To show correct spelling



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## 2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division	Missions Providing Lodging
Bureau of Customs	Post Office Inspectors
Cooperative Credit Bureaus	Postmasters
Duly Constituted Law Enforcement Officers	Salvation Army
FBINA Graduates	Secret Service
Hotels	U. S. Marshals
Immigration and Naturalization Service	

(4) The following may appear on the list:

Automobile Clubs	Navy Shore Patrol
Banks	Oil Company Special Agents
[Car Rental Agencies]	Parole and Probation Officers
County Attorneys	Plant Quarantine Officers
County Coroners	Protective Associations
Credit Companies	Race Tracks
Detective Agencies	Savings and Loan Associations
Enlistment Officers, [U. S. Air Force, Army, Navy, Marine Corps]	Service Recruiting Officers
Employment Service	State Employment Offices
Fire Departments	State Hospitals for Insane
Forest Service	Steamship Companies
Gunsmiths	Telegraph Companies
Insurance Companies	U. S. Attorneys
Movie Studios	U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

December 29, 1967  
MANUAL OF RULES AND REGULATIONS  
REVISION 186

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Section 3 - Pages ~~29 and 30~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (11)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

## 2. Files

Do not make up files or write memoranda for the preparation of sources of information.

## 3. Security and racial sources of information

Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. For security sources of information, see section 107N, item 3b, volume IV, of the Manual of Instructions for form to be followed; for racial sources of information, see section 130G, item 2b, volume IV, of the Manual of Instructions. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 4. Gifts should not be given to sources since such actions might be misconstrued.

## L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made [and an FD-9 submitted] on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following sub-headings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - [e. Results of Identification Division check]
  - [f.] Derogatory information
  - [g.] Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact.
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

March 28, 1966

MANUAL OF RULES AND REGULATIONS  
REVISION 163

*Abate*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (26)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:
- a. Federal judges
  - b. U. S. Attorneys
  - c. Only outstanding state judges
  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
    - (1) Mayors
    - (2) Chiefs of police
    - (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
    - (4) Managers or owners of leading and most important radio stations
    - (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
    - (6) Executive secretary or director of chambers of commerce
    - (7) Heads of Federal intelligence agencies
    - (8) Outstanding leaders of Government and business
    - (9) Heads of larger universities
    - (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
    - (11) Top representatives of airlines
    - (12) Managers of leading airports
    - (13) Top representatives of railroads
    - (14) Managers of leading railroad stations
    - (15) Top representatives of telephone companies
    - (16) Top representatives of Western Union
    - (17) Managers of the most outstanding and important hotels
    - (18) Heads of better business bureaus
    - (19) Heads of leading banks
14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

[ M. [DELETED]

N. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

December 27, 1965

MANUAL OF RULES AND REGULATIONS  
REVISION 160

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Page 17  
Pages 29 and 30

Pages 3 and 4  
Pages 17 and 18

Section 4 - Pages 2c and 2d  
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Pages 11 and 12  
Pages 23 and 24

Very truly yours,

John Edgar Hoover

Director

Enclosures (14)

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
  - a. Routine cases in which complaints have been filed
  - b. Selective Service cases, except when draft boards are involved
  - c. Interstate transportation of stolen motor vehicle, except when wide-spread rings are involved
  - d. White Slave Traffic Act
  - e. Deserter cases, except charges growing out of the harboring of deserters
  - f. Illegal wearing of uniform
  - g. Impersonation
  - h. National Firearms Act
  - i. Federal Firearms Act
  - j. Extortion
  - k. Red Cross Act
  - l. Theft from interstate shipment
  - m. May Act
  - n. Patent matters
  - o. Copyright matters
  - p. Federal Reserve Act
  - q. Mail fraud
  - r. Falsely claiming citizenship
  - s. Illegal manufacture, possession, or wearing of civil defense insignia
  - t. Illegal manufacture, sale, or use of military cremation urn
  - u. Crimes on the high seas
  - v. National Bankruptcy Act
  - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
  - x. Crimes on Indian reservation
  - y. Crimes on Government reservation
  - z. Bills of Lading Act
  - aa. False entries in records of interstate carriers
  - ab. Illegal use of a railroad pass
  - ac. Interstate transportation of gambling devices
  - ad. Interstate transportation of lottery tickets
  - ae. Interstate transportation of obscene matter
  - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
  - ag. Interstate transportation of stolen property
  - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
  - ai. Bank robbery
  - aj. Interstate transportation of stolen cattle
  - ak. Migratory Game Bird Act



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Requesting authority for release
  - a. By teletype  
At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
  - b. By telephone where time is of essence  
Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. In the normal process of issuing press releases, [either local or national, SACs may, when requested, make personal appearances for television and radio, provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received.]
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.
9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. Copies of Bureau press releases to be placed in case file and press release file if exists.

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 151

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS.

#### A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
  - a. Routine cases in which complaints have been filed
  - b. Selective Service cases, except when draft boards are involved
  - c. Interstate transportation of stolen motor vehicle, except when widespread rings are involved
  - d. White Slave Traffic Act
  - e. Deserter cases, except charges growing out of the harboring of deserters
  - f. Illegal wearing of uniform
  - g. Impersonation
  - h. National Firearms Act
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  - l. Theft from interstate shipment
  - m. May Act
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  - s. Illegal manufacture, possession, or wearing of civil defense insignia
  - t. Illegal manufacture, sale, or use of military cremation urn
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## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

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Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
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7. In the normal process of issuing press releases, [television and radio media should be merely provided with a written copy of the press release, and] Bureau personnel should not submit to live, filmed, [or tape-recorded interviews of any kind in connection with it.] Tact and diplomacy must be exercised in declining to participate in such interviews.
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.
9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
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Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

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Use the following subheadings in the order given:
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  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Derogatory information
  - f. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

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SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.
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    - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
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  12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

June 29, 1964

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 142

*absolute*

RE: REVISED PAGES

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Pages 37 and 38

Very truly yours,

John Edgar Hoover

Director

Enclosures (31)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:
- a. Federal judges
  - b. U. S. Attorneys
  - c. Only outstanding state judges
  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
 

<ul style="list-style-type: none"> <li>(1) Mayors</li> <li>(2) Chiefs of police</li> <li>(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services</li> <li>(4) Managers or owners of leading and most important radio stations</li> <li>(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions</li> <li>(6) Executive secretary or director of chambers of commerce</li> <li>(7) Heads of Federal intelligence agencies</li> <li>(8) Outstanding leaders of Government and business</li> <li>(9) Heads of larger universities</li> <li>(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi</li> </ul>	<ul style="list-style-type: none"> <li>(11) Top representatives of airlines</li> <li>(12) Managers of leading airports</li> <li>(13) Top representatives of railroads</li> <li>(14) Managers of leading railroad stations</li> <li>(15) Top representatives of telephone companies</li> <li>(16) Top representatives of Western Union</li> <li>(17) Managers of the most outstanding and important hotels</li> <li>(18) Heads of better business bureaus</li> <li>(19) Heads of leading banks</li> </ul>
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14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

## M. AMERICAN LEGION CONTACTS

The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each year showing that the above American Legion officials have been contacted.

## N. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. [The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.]



May 27, 1964

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 141

*absolute*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

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Pages 37 and 38

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Section 6 - Pages 1b and 2

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Pages 25 and 26  
Pages 27 and 28

Very truly yours,

John Edgar Hoover

Director

Enclosures (26)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
  - a. Foreword by the Director
  - b. Interesting case write-ups
  - c. Articles which might assist law enforcement officers
  - d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution  
Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
  - a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
  - b. This file may be destroyed when it is over five years old. Retain index cards.]
  - c. Current copy should be placed in bookcase, available to all Agents.

## SECTION 6, PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.
4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
- a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
  - b. Improved or unusual equipment being used
  - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - d. Human interest items from local police work
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - g. Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research (Crime Records)

## C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television appearance, a manuscript of the remarks must be submitted for the Bureau's review and approval unless previously approved. Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval. In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

## D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
- a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
- a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
- a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence

January 27, 1964

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 137

*obsolete*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (34)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
  - a. Relating to law enforcement concerning
    - (1) Scientific apparatus
    - (2) Equipment
    - (3) Personnel
    - (4) Methods
    - (5) Economics
  - b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
    - (1) The FBI, derogatory and complimentary. If possible, show author.
    - (2) Outstanding abuses of parole and probation.
    - (3) Outstanding instances of juvenile crime
    - (4) Bad local crime conditions
    - (5) Scientific crime detection experts
    - (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual[pertinent school]files clippings relative to each police school in which field participates.)
    - (7) Police training in colleges and universities
    - (8) Aggravated sex offenders
    - (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
    - (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
  - a. Mount the clipping on form FD-350 within the borders shown.
  - b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
  - c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
  - d. Show whether the matter mentioned is being investigated.
  - e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
  - f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
  - g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page..." the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
  - i. Mounted clippings should read from top to bottom, column by column, from left to right.
  - j. All clippings must be complete.
  - k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations and racial matters should be forwarded.
  - l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.
3. Resident Agents must be alert for material appearing in the local press.
4. Submission of publications of security interest to the Bureau
- a. General principle governing submissions  
The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
  - b. Manner of handling and forwarding nonevidentiary copies of publications
    - (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research[Unit]) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.

- (2) Each SAC and each legal attache must keep the Bureau, attention Central Research[Unit,] informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
- (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

October 28, 1963

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 134

*obsolete*

RE: REVISED PAGES

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Pages 15 and 16  
Pages 19 and 20

Very truly yours,

John Edgar Hoover

Director

Enclosures (24)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## H. INFORMATION TO BE FURNISHED TO THE BUREAU

## 1. Which does not have a nationwide circulation or interest

## a. Relating to law enforcement concerning

- (1) Scientific apparatus
- (2) Equipment
- (3) Personnel
- (4) Methods
- (5) Economics

## b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern

- (1) The FBI, derogatory and complimentary. If possible, show author.
- (2) Outstanding abuses of parole and probation
- (3) Outstanding instances of juvenile crime
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- (5) Scientific crime detection experts
- (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual files of police agencies clippings relative to each police school in which field participates.)
- (7) Police training in colleges and universities
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- (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
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- [ d. [Show whether the matter mentioned is being investigated.]
- [ [e.] Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
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- [ [g.] No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page...", the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
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  - l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.
3. Resident Agents must be alert for material appearing in the local press.
4. Submission of publications of security interest to the Bureau
- a. General principle governing submissions  
The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
  - b. Manner of handling and forwarding nonevidentiary copies of publications
    - (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research[Unit]) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."
- Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
- (2) Each SAC and each legal attache must keep the Bureau, attention Central Research[Unit,] informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
  - (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

September 27, 1963

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 133

*pluribus*

RE: REVISED PAGES

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Very truly yours,

John Edgar Hoover

Director

Enclosures (27)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
- i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.
- Do not:
  - a. Identify law enforcement officers by name but by title and NA affiliation
  - b. Show aliases of subjects of Dependents Assistance Act of 1950
  - c. Show aliases of victims of WSTA cases
  - d. Use complicated sentence structure
  - e. Use technical references to statutes
  - f. Express personal opinions
  - g. Reveal identity of confidential informants
  - h. Use Bureau expressions like "the subject" and "the Bureau"
  - i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
  - j. Use adjectives excessively
- 5. Transmittal  
Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention Crime Records Division.
- 6. Dissemination  
New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

## E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

- 1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
- 2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. [On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters.] In all instances [the circular] letter must include the following:
  - a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
  - b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
  - c. A statement that the matter is to be treated confidentially
  - d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
  - e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

## F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

## G. FIELD OFFICE LISTS

## 1. Law enforcement officials

- a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful. Indicate by an asterisk any change which was not previously called to the Bureau's attention.

- (1) Chiefs of police
- (2) Sheriffs
- (3) State police or highway patrol commanders and ranking officers in command of districts
- (4) U. S. Marshals and deputies
- (5) Ranking Federal law enforcement officers
- (6) Wardens of penal institutions
- (7) District attorneys or county prosecutors
- (8) Railway police (if desirable)
- (9) Officers receiving law enforcement bulletins
- (10) Any other officials who receive identification orders

- b. Changes in the list are to be reported in duplicate to the Bureau as they occur.

- c. Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## 2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division

Bureau of Customs

Cooperative Credit Bureaus

Duly Constituted Law Enforcement Officers

FBINA Graduates

Hotels

Immigration and Naturalization Service

(4) The following may appear on the list:

Automobile Clubs

Banks

[Car Rental Agencies]

County Attorneys

County Coroners

Credit Companies

Detective Agencies

Enlistment Officers, [U. S. Air

Force,] Army, Navy, Marine Corps

Employment Service

Fire Departments

Forest Service

Gunsmiths

Insurance Companies

Movie Studios

Missions Providing Lodging

Post Office Inspectors

Postmasters

Salvation Army

Secret Service

U. S. Marshals

Navy Shore Patrol

Oil Company Special Agents

Parole and Probation Officers

Plant Quarantine Officers

Protective Associations

Race Tracks

Savings and Loan Associations

Service Recruiting Officers

State Employment Offices

State Hospitals for Insane

Steamship Companies

Telegraph Companies

U. S. Attorneys

U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

July 26, 1963

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 130

*absolute*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (28)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## H. INFORMATION TO BE FURNISHED TO THE BUREAU

## 1. Which does not have a nationwide circulation or interest

## a. Relating to law enforcement concerning

- (1) Scientific apparatus
- (2) Equipment
- (3) Personnel
- (4) Methods
- (5) Economics

## b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern

- (1) The FBI, derogatory and complimentary. If possible, show author.
- (2) Outstanding abuses of parole and probation
- (3) Outstanding instances of juvenile crime
- (4) Bad local crime conditions
- (5) Scientific crime detection experts
- (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual files of police agencies clippings relative to each police school in which field participates.)
- (7) Police training in colleges and universities
- (8) Aggravated sex offenders
- (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
- (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.

## 2. Method of preparation for transmittal

- a. Mount the clipping on form FD-350 within the borders shown.
- b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
- c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
- d. [Show whether the matter mentioned is being investigated.]
- [e.] Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
- [f.] Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
- [g.] No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- [ [h.] If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page..." the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
  - [ [i.] Mounted clippings should read from top to bottom, column by column, from left to right.
  - [ [j.] All clippings must be complete.
  - [ [k.] Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations and racial matters should be forwarded.
  - [ [l.] Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.
3. Resident Agents must be alert for material appearing in the local press.
  4. Submission of publications of security interest to the Bureau
    - a. General principle governing submissions
 

The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
    - b. Manner of handling and forwarding nonevidentiary copies of publications
      - (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research Section) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
    - (2) Each SAC and each legal attache must keep the Bureau, attention Central Research Section, informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
    - (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

## 2. Files

Do not make up files or write memoranda for the preparation of sources of information.

## 3. Security and racial sources of information

Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. See section 107N, 3b, volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 4. Gifts [should not be given to sources since such actions might be misconstrued.]

## I. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following subheadings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Derogatory information
  - f. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data.
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

March 29, 1963

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 126

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (40)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

## 1. Contents

- a. Foreword by the Director
- b. Interesting case write-ups
- c. Articles which might assist law enforcement officers
- d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs

## 2. Distribution

Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work

## 3. Filing and indexing

- a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. [For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.]
- b. This file is to be kept permanently.
- c. Current copy should be placed in bookcase, available to all Agents.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- d. Each insert should be filed with the bulletin to which it relates.  
No indexing of individual notices contained therein is necessary.
4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
- a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
  - b. Improved or unusual equipment being used
  - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - d. Human interest items from local police work
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - g. Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research (Crime Records)

## C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television appearance, a manuscript of the remarks must be submitted for the Bureau's review and approval unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval. In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

## D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
- a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
- a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
- a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence

October 29, 1962

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 121

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (47)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## I. VISITS TO FIELD OFFICES

1. Non-Bureau governmental officials
  - a. Do not discuss Bureau policies, plans, or relationships. Courteously advise the visitor that inquiries concerning such matters are to be made at the Bureau at Washington.
  - b. Advise the Bureau of the visit, identity of the visitor, purpose, matters discussed, courtesies extended, and observations of interest to the Bureau.
2. Departmental officials
  - a. Be courteous.
  - b. Do not offer office space, clerical and stenographic assistance, or chauffeuring in Bureau automobiles.
  - c. Do not furnish information unless prior notification has been received that the official would contact the field office for information. If no notification received, before furnishing information clearance must be obtained from the Bureau.
  - d. Advise the Bureau in case of doubt.

## J. MISCELLANEOUS

1. [Firearms, defensive tactics,] and disarming demonstrations  
Are to be confined to law enforcement groups.
2. Credentials  
Are to be exhibited to all persons interviewed in such manner that the person to whom shown has an opportunity to observe and understand the connection of the Agent with the FBI.
3. Law enforcement officials
  - a. Contact with
    - (1) Contact must be maintained with law enforcement officials for the purpose of securing information of violations of Federal laws within the jurisdiction of the Bureau.
    - (2) Agents are to call on police executives when in their cities unless such visits would be so frequent as to be embarrassing.
    - (3) Local law enforcement agencies should be advised by letter of the disposition of prosecutive action taken in Federal court in cases

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

referred to Bureau by local law enforcement agencies or where Bureau fugitives are taken into custody by local law enforcement officers. They should also be advised of violations of local laws coming to the attention of the FBI.

## b. Visits to Washington

When the field requests special courtesies be afforded certain individuals, including law enforcement officers, coming to Washington, D. C., the communication so advising the Bureau shall contain biographical data and a brief summary of information in the field office files concerning the visitor.

When law enforcement executives are contemplating a visit to the Bureau at Washington, D. C., ask them to call at the office of the [head of the] Training Division, Room [5234,] Justice Building.

## c. Letters of commendation, congratulations, appreciation, and condolence

When letters of commendation, congratulations, appreciation, or condolence from the Director are recommended by the field, such recommendations should be submitted promptly. They should include the specific facts on which the recommendation is based, full identifying data and address of the citizen, and the result of a search of the field office indices concerning the citizen. In connection with the election of officers of police associations at conventions covering more than one field division territory, the field division in whose territory the convention was physically held is responsible for submitting any recommendations for letters of congratulations. The office submitting such request should summarize briefly the relations with these officers, incorporating any derogatory data which might preclude such letters. Inasmuch as the recommending office is not likely to possess all data, pertinent other field divisions should submit a brief, supplemental summary concerning officers recommended for letters who reside in their territory.

## 4. Inquiries concerning status of Bureau cases

When a state official has expressed interest in the prosecutive status of a Bureau case, for a legitimate reason, such as deferment of state prosecution pending the outcome of the Federal case, insure that such official is kept appropriately advised, including the final outcome of the matter.

## 5. U. S. Cabinet officers, Senators, and Congressmen

If an SAC receives an inquiry from a Cabinet officer or U. S. Senator or Congressman concerning an official matter, it should be brought to the Bureau's attention immediately.

## K. SOURCES OF INFORMATION

## Definition

An individual, organization, or concern willingly furnishing information to employees frequently enough to justify making a record where the source need not be protected. If occasionally the source must be protected, this may be done. If sources must be constantly concealed, they become informants or confidential sources and must be handled as such.

## 1. Index

Index card (3 by 5 inches) must be made up to contain:

- a. Names
- b. Addresses
- c. Organization or concern
- d. Type of information furnished
- e. Date of development



June 27, 1962

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 117

*absolute*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Page ~~28a~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (46)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

## 1. Contents

- a. Foreword by the Director
- b. Interesting case write-ups
- c. Articles which might assist law enforcement officers
- d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs

## 2. Distribution

Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work

## 3. Filing and indexing

- a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. [For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.]
- b. This file is to be kept permanently.
- c. Current copy should be placed in bookcase, available to all Agents.

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- d. Each insert should be filed with the bulletin to which it relates.  
No indexing of individual notices contained therein is necessary.
- 4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
  - a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
  - b. Improved or unusual equipment being used
  - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - d. Human interest items from local police work
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - g. Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research (Crime Records)

C. SPEECHES

- 1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television speech, a manuscript of the speech must be submitted for the Bureau's review and approval. In some other cases involving important speeches not on radio or television, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
- 2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
- 3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

- 1. Write-ups of interesting cases may be:
  - a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
- 2. They are prepared concerning cases of:
  - a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
- 3. They are prepared:
  - a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:
- a. Federal judges
  - b. U. S. Attorneys
  - c. Only outstanding state judges
  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
 

<ol style="list-style-type: none"> <li>(1) Mayors</li> <li>(2) Chiefs of police</li> <li>(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services</li> <li>(4) Managers or owners of leading and most important radio stations</li> <li>(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions</li> <li>(6) Executive secretary or director of chambers of commerce</li> <li>(7) Heads of Federal intelligence agencies</li> <li>(8) Outstanding leaders of Government and business</li> <li>(9) Heads of larger universities</li> <li>(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi</li> </ol>	<ol style="list-style-type: none"> <li>(11) Top representatives of air lines</li> <li>(12) Managers of leading airports</li> <li>(13) Top representatives of railroads</li> <li>(14) Managers of leading railroad stations</li> <li>(15) Top representatives of telephone companies</li> <li>(16) Top representatives of Western Union</li> <li>(17) Managers of the most outstanding and important hotels</li> <li>(18) Heads of better business bureaus</li> <li>(19) Heads of leading banks</li> </ol>
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14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

## M. AMERICAN LEGION CONTACTS

The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each year showing that the above American Legion officials have been contacted.

## N. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. [Annually, on May 15,] the SAC must advise the Bureau of the number of newspapers [and radio and television stations] in his territory, the number with which he has had contact or with which representatives of his office have made contact, and the steps he is taking to insure maximum effectiveness of this type of contact, as well as what material other than spot news items was furnished to these [media;] e.g., the Director's Introduction in the FBI Law Enforcement Bulletin each month.

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 115

obsolete

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deleted)  
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Pages ~~7 and 8~~ ✓  
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Index - Pages ~~15 and 16~~

John Edgar Hoover

Enclosures (52)

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## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## H. INFORMATION TO BE FURNISHED TO THE BUREAU

## 1. Which does not have a nationwide circulation or interest

## a. Relating to law enforcement concerning

- (1) Scientific apparatus
- (2) Equipment
- (3) Personnel
- (4) Methods
- (5) Economics

## b. Newspaper clippings, [other than items bearing the date line of a national wire service, should be submitted when they concern]

- (1) The FBI, derogatory and complimentary. If possible, show author.
- (2) Outstanding abuses of parole and probation
- (3) Outstanding instances of juvenile crime
- (4) Bad local crime conditions
- (5) Scientific crime detection experts
- (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual files of police agencies clippings relative to each police school in which field participates.)
- (7) Police training in colleges and universities
- (8) Aggravated sex offenders
- (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
- [(10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.]

## 2. Method of preparation for transmittal

- a. Mount the clipping on [form FD-350 within the borders shown.
- b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
- c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
- d. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
- e. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
- f. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.



## SECTION 6... PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- g. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page..." the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
- h. Mounted clippings should read from top to bottom, column by column, from left to right.
- i. All clippings must be complete.
- j. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations and racial matters should be forwarded.]
- [k.] Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local[paper.] Forward clippings from resident agencies the day they arrive[at] headquarters city.

- 3. Resident Agents must be alert for material appearing in the local press.
- 4. Submission of publications of security interest to the Bureau

- a. General principle governing submissions

The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.

- b. Manner of handling and forwarding nonevidentiary copies of publications

- (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research Section) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.

- (2) Each SAC and each legal attache must keep the Bureau, attention Central Research Section, informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
- (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

February 27, 19

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 113

*obsolete*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

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Pages 57 and 58

Section 5 - Page 11

Very truly yours,

John Edgar Hoover

Director

Enclosures (22)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

## F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

## G. FIELD OFFICE LISTS

## 1. Law enforcement officials

- a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful. [Indicate by an asterisk any change which was not previously called to the Bureau's attention.]
  - (1) Chiefs of police
  - (2) Sheriffs
  - (3) State police or highway patrol commanders and ranking officers in command of districts
  - (4) U. S. Marshals and deputies
  - (5) Ranking Federal law enforcement officers
  - (6) Wardens of penal institutions
  - (7) District attorneys or county prosecutors
  - (8) Railway police (if desirable)
  - (9) Officers receiving law enforcement bulletins
  - (10) Any other officials who receive identification orders
- b. Changes in the list are to be reported in duplicate to the Bureau as they occur.
- c. Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## 2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division

Bureau of Customs

Cooperative Credit Bureaus

Duly Constituted Law Enforcement Officers

FBINA Graduates

Hotels

Immigration and Naturalization Service

(4) The following may appear on the list:

Automobile Clubs

Banks

[Car Rental Agencies]

County Attorneys

County Coroners

Credit Companies

Detective Agencies

Enlistment Officers, [U. S. Air

Force,] Army, Navy, Marine Corps

Employment Service

Fire Departments

Forest Service

Gunsmiths

Insurance Companies

Movie Studios

Missions Providing Lodging

Post Office Inspectors

Postmasters

Salvation Army

Secret Service

U. S. Marshals

Navy Shore Patrol

Oil Company Special Agents

Parole and Probation Officers

Plant Quarantine Officers

Protective Associations

Race Tracks

Savings and Loan Associations

Service Recruiting Officers

State Employment Offices

State Hospitals for Insane

Steamship Companies

Telegraph Companies

U. S. Attorneys

U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

January 29, 1961

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 112

*abs. ltr*

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Section 10 - Pages <del>1 and 2</del> Page <del>3</del> Pages <del>3a and 4</del>	Section 6 - Pages <del>3a and 4</del> Pages <del>5a and 6</del>
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- c. Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, check circulars, and apprehension orders  
 Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations.  
 [A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.]
  - a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
  - b. Decide what organizations, individuals, or concerns are to appear on the list.
    - (1) The quality of the assistance the addressee is in a position to give
    - (2) The cooperation which has been afforded
    - (3) The following must appear on the list:
 

Alcohol and Tobacco Tax Division	Missions Providing Lodging
Bureau of Customs	Post Office Inspectors
Cooperative Credit Bureaus	Postmasters
Duly Constituted Law Enforcement Officers	Salvation Army
FBINA Graduates	Secret Service
Hotels	U. S. Marshals
Immigration and Naturalization Service	
    - (4) The following may appear on the list:
 

Automobile Clubs	Navy Shore Patrol
Banks	Oil Company Special Agents
County Attorneys	Parole and Probation Officers
County Coroners	Plant Quarantine Officers
Credit Companies	Protective Associations
Detective Agencies	Race Tracks
Enlistment Officers	Savings and Loan Associations
U. S. Army, Navy, Marine Corps	Service Recruiting Officers
Employment Service	[State Employment Offices]
Fire Departments	State Hospitals for Insane
Forest Service	Steamship Companies
Gunsmiths	Telegraph Companies
Insurance Companies	U. S. Attorneys
Movie Studios	U. S. Commissioners
  - c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
  - d. Give consideration to the desirability of circularizing motels.
  - e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

I. VISITS TO FIELD OFFICES

1. Non-Bureau governmental officials
  - a. Do not discuss Bureau policies, plans, or relationships. Courteously advise the visitor that inquiries concerning such matters are to be made at the Bureau at Washington.
  - b. Advise the Bureau of the visit, identity of the visitor, purpose, matters discussed, courtesies extended, and observations of interest to the Bureau.
2. Departmental officials
  - a. Be courteous.
  - b. Do not offer office space, clerical and stenographic assistance, or chauffeuring in Bureau automobiles.
  - c. Do not furnish information unless prior notification has been received that the official would contact the field office for information. If no notification received, before furnishing information clearance must be obtained from the Bureau.
  - d. Advise the Bureau in case of doubt.

J. MISCELLANEOUS

1. Disarming demonstrations  
Are to be confined to law enforcement groups.
2. Credentials  
Are to be exhibited to all persons interviewed in such manner that the person to whom shown has an opportunity to observe and understand the connection of the Agent with the FBI.
3. Law enforcement officials
  - a. Contact with
    - (1) Contact must be maintained with law enforcement officials for the purpose of securing information of violations of Federal laws within the jurisdiction of the Bureau.
    - (2) Agents are to call on police executives when in their cities unless such visits would be so frequent as to be embarrassing.
    - (3) Local law enforcement agencies should be advised by letter of the disposition of prosecutive action taken in Federal court in cases



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

referred to Bureau by local law enforcement agencies or where Bureau fugitives are taken into custody by local law enforcement officers. They should also be advised of violations of local laws coming to the attention of the FBI.

## b. Visits to Washington

When the field requests special courtesies be afforded certain individuals, including law enforcement officers, coming to Washington, D. C., the communication so advising the Bureau shall contain biographical data and a brief summary of information in the field office files concerning the visitor.

When law enforcement executives are contemplating a visit to the Bureau at Washington, D. C., ask them to call at the office of the Assistant Director, Training and Inspection Division, Room 5256, Justice Building.

c. Letters of commendation, congratulations, appreciation, and condolence

When letters of commendation, congratulations, appreciation, or condolence from the Director are recommended by the field, such recommendations should be submitted promptly. They should include the specific facts on which the recommendation is based, full identifying data and address of the citizen, and the result of a search of the field office indices concerning the citizen. In connection with the election of officers of police associations at conventions covering more than one field division territory, the field division in whose territory the convention was physically held is responsible for submitting any recommendations for letters of congratulations. The office submitting such request should summarize briefly the relations with these officers, incorporating any derogatory data which might preclude such letters. Inasmuch as the recommending office is not likely to possess all data, pertinent other field divisions should submit a brief, supplemental summary concerning officers recommended for letters who reside in their territory.

## 4. [Inquiries concerning status of Bureau cases

When a state official has expressed interest in the prosecutive status of a Bureau case, for a legitimate reason, such as deferment of state prosecution pending the outcome of the Federal case, insure that such official is kept appropriately advised, including the final outcome of the matter.]

## 5. U. S. Cabinet officers, Senators, and Congressmen

If an SAC receives an inquiry from a Cabinet officer or U. S. Senator or Congressman concerning an official matter, it should be brought to the Bureau's attention immediately.

## K. SOURCES OF INFORMATION

## Definition

An individual, organization, or concern willingly furnishing information to employees frequently enough to justify making a record where the source need not be protected. If occasionally the source must be protected, this may be done. If sources must be constantly concealed, they become informants or confidential sources and must be handled as such.

## 1. Index

Index card (3 by 5 inches) must be made up to contain:

- a. Names
- b. Addresses
- c. Organization or concern
- d. Type of information furnished
- e. Date of development

absolute

RE: REVISED PAGES

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

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Director

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# PART II

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

### F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

### G. FIELD OFFICE LISTS

#### 1. Law enforcement officials

- a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful.

- (1) Chiefs of police
- (2) Sheriffs
- (3) State police or highway patrol commanders and ranking officers in command of districts
- (4) U. S. Marshals and deputies
- (5) Ranking Federal law enforcement officers
- (6) Wardens of penal institutions
- (7) District attorneys or county prosecutors
- (8) Railway police (if desirable)
- (9) Officers receiving law enforcement bulletins
- (10) Any other officials who receive identification orders

- b. Changes in the list are to be reported [in duplicate] to the Bureau as they occur.

- c. Letters advising the Bureau of changes are to be set up as indicated:

[ [Page	[ No.]	City	Deleted	Added	Remarks
[ [4]		Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
[ [7]		Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
[ [3]		Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations.

[A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.]

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division

Bureau of Customs

Cooperative Credit Bureaus

Duly Constituted Law Enforcement Officers

FBINA Graduates

Hotels

Immigration and Naturalization Service

Missions Providing Lodging

Post Office Inspectors

Postmasters

Salvation Army

Secret Service

U. S. Marshals

(4) The following may appear on the list:

Automobile Clubs

Banks

County Attorneys

County Coroners

Credit Companies

Detective Agencies

Enlistment Officers,

U. S. Army, Navy, Marine Corps

Employment Service

Fire Departments

Forest Service

Gunsmiths

Insurance Companies

Movie Studios

Navy Shore Patrol

Oil Company Special Agents

Parole and Probation Officers

Plant Quarantine Officers

Protective Associations

Race Tracks

Savings and Loan Associations

Service Recruiting Officers

[State Employment Offices]

State Hospitals for Insane

Steamship Companies

Telegraph Companies

U. S. Attorneys

U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

October 27, 196

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 109

*absolute*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

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Section 3 - Pages 11c and 12  
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Very truly yours,

John Edgar Hoover

Director

Enclosures (26)

## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:
  - a. Federal judges
  - b. U. S. Attorneys
  - c. Only outstanding state judges
  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
 

<ol style="list-style-type: none"> <li>(1) Mayors</li> <li>(2) Chiefs of police</li> <li>(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services</li> <li>(4) Managers or owners of leading and most important radio stations</li> <li>(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions</li> <li>(6) Executive secretary or director of chambers of commerce</li> <li>(7) Heads of Federal intelligence agencies</li> <li>(8) Outstanding leaders of Government and business</li> <li>(9) Heads of larger universities</li> <li>(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi</li> </ol>	<ol style="list-style-type: none"> <li>(11) Top representatives of air lines</li> <li>(12) Managers of leading airports</li> <li>(13) Top representatives of railroads</li> <li>(14) Managers of leading railroad stations</li> <li>(15) Top representatives of telephone companies</li> <li>(16) Top representatives of Western Union</li> <li>(17) Managers of the most outstanding and important hotels</li> <li>(18) Heads of better business bureaus</li> <li>(19) Heads of leading banks</li> </ol>
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14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

#### M. AMERICAN LEGION CONTACTS

The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each year showing that the above American Legion officials have been contacted.

#### [N. NEWS MEDIA CONTACTS

[ As indicated in subsection L, paragraph 13i, (3), above, officials of  
 [ leading newspapers must be contacted by SACs. Smaller newspapers and other  
 [ news media are not to be neglected, however, and, throughout his tenure in a  
 [ field office, the SAC must insure that his press contacts are continuously  
 [ effective. Each 90 days (November 15, February 15, May 15, August 15),  
 [ the SAC must advise the Bureau of the number of newspapers in his territory,  
 [ the number with which he has had contact or with which representatives of  
 [ his office have made contact, and the steps he is taking to insure maximum  
 [ effectiveness of this type of contact, as well as what material other than  
 [ spot news items was furnished to these newspapers; e.g., the Director's  
 [ Introduction in the FBI Law Enforcement Bulletin each month.]

November 28, 1960

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 98

*obsolete*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (27)

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files  
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information  
Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. See section 107N, [3b,] volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts to sources shall not be reclaimed as blue slip items.

L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division.  
Use the following subheadings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Derogatory information
  - f. Recommendation of SAC

Submit an original and two copies, [but one of the copies should consist only of the first page of the communication.] If the SAC contact is approved, [the single-page] copy is to be stamped approved and returned to the field. If the contact is not approved, a [letter] is to be submitted to the field stating why the individual cannot be used as an SAC contact.

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal



PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located [in areas regularly covered by road trips out of headquarters city or located] in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

September 30, 1960

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 95

*obsolete*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (33)

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents

- a. Foreword by the Director
- b. Interesting case write-ups
- c. Articles which might assist law enforcement officers
- d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs

2. Distribution

Restricted to law enforcement officers and others engaged in law enforcement work

3. Filing and indexing

- a. In a 66 classification file, bound on the side, and fully indexed  
Informative matter to be indexed under subject matter.
- b. This file is to be kept permanently.
- c. [Current copy should be placed] in bookcase, available to all Agents.

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- d. Each insert should be filed with the bulletin to which it relates.  
No indexing of individual notices contained therein is necessary.
4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
- a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
  - b. Improved or unusual equipment being used
  - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - d. Human interest items from local police work
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - g. Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research (Crime Records)

C. SPEECHES

- 1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television speech, a manuscript of the speech must be submitted for the Bureau's review and approval. In some other cases involving important speeches not on radio or television, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
- 2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
- 3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

- 1. Write-ups of interesting cases may be:
  - a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
- 2. They are prepared concerning cases of:
  - a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
- 3. They are prepared:
  - a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- [  
[  
[  
[
- h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
  - [i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.]
4. Do not:
- a. Identify law enforcement officers by name but by title and NA affiliation
  - b. Show aliases of subjects of Dependents Assistance Act of 1950
  - c. Show aliases of victims of WSTA cases
  - d. Use complicated sentence structure
  - e. Use technical references to statutes
  - f. Express personal opinions
  - g. Reveal identity of confidential informants
  - h. Use Bureau expressions like "the subject" and "the Bureau"
  - i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
  - j. Use adjectives excessively
5. Transmittal
- Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention Crime Records Division.
6. Dissemination
- New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

- 1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
- 2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. In all instances this letter must include the following:
  - a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
  - b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
  - c. A statement that the matter is to be treated confidentially
  - d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
  - e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

In all other instances, including requests for circularization in other field divisions, prior Bureau approval must be obtained in accordance with existing rules governing circular letters.

- 3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files  
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information  
Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. See section 107N, [3b,] volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts to sources shall not be reclaimed as blue slip items.

L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division.  
Use the following subheadings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Derogatory information
  - f. Recommendation of SAC

Submit an original and two copies, [but one of the copies should consist only of the first page of the communication.] If the SAC contact is approved, [the single-page] copy is to be stamped approved and returned to the field. If the contact is not approved, a [letter] is to be submitted to the field stating why the individual cannot be used as an SAC contact.

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
- [ 7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in resident agencies must be contacted at least two times each year.]
- [ 8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- [ [13.] Additional persons to be contacted shortly after the arrival of the SAC include:
- a. Federal judges
  - b. U. S. Attorneys
  - c. Only outstanding state judges
  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
 

<ol style="list-style-type: none"> <li>(1) Mayors</li> <li>(2) Chiefs of police</li> <li>(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services</li> <li>(4) Managers or owners of leading and most important radio stations</li> <li>(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions</li> <li>(6) Executive secretary or director of chambers of commerce</li> <li>(7) Heads of Federal intelligence agencies</li> <li>(8) Outstanding leaders of Government and business</li> <li>(9) Heads of larger universities</li> <li>(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi</li> </ol>	<ol style="list-style-type: none"> <li>(11) Top representatives of air lines</li> <li>(12) Managers of leading airports</li> <li>(13) Top representatives of railroads</li> <li>(14) Managers of leading railroad stations</li> <li>(15) Top representatives of telephone companies</li> <li>(16) Top representatives of Western Union</li> <li>(17) Managers of the most outstanding and important hotels</li> <li>(18) Heads of better business bureaus</li> <li>(19) Heads of leading banks</li> </ol>
---	---
- [ [14.] Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
- [ [15.] Gifts to office contacts shall not be reclaimed as blue slip items.

#### M. AMERICAN LEGION CONTACTS

The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each year showing that the above American Legion officials have been contacted.



August 26, 1960

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 94

*absolute*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

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              Pages 5 and 6  
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              Pages 19 and 20  
Section 9 - Pages 15a and 16

Very truly yours,

John Edgar Hoover

Director

Enclosures (13)

## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence
  - h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
4. Do not:
- a. Identify law enforcement officers by name but by title and NA affiliation
  - b. Show aliases of subjects of Dependents Assistance Act of 1950
  - c. Show aliases of victims of WSTA cases
  - d. Use complicated sentence structure
  - e. Use technical references to statutes
  - f. Express personal opinions
  - g. Reveal identity of confidential informants
  - h. Use Bureau expressions like "the subject" and "the Bureau"
  - i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
  - j. Use adjectives excessively
5. Transmittal
- Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention Crime Records Division.
- [ 6. Dissemination
- [ New ones issued by the Bureau should be carefully reviewed for possible
- [ interest to feature writers in field office territory and consideration
- [ given to supplying them to appropriate writers. If there is an appreci-
- [ able passage of time after issuance, obtain Bureau approval before re-
- [ lease. Pertinent photographs, if available, will be furnished by the
- [ Bureau on request.]

#### E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. In all instances this letter must include the following:
  - a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
  - b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
  - c. A statement that the matter is to be treated confidentially
  - d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
  - e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

In all other instances, including requests for circularization in other field divisions, prior Bureau approval must be obtained in accordance with existing rules governing circular letters.

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.

July 27, 1960

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 93

*obsolete*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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- Section 1 - Page 1  
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Pages 1a and 2
- Index - Pages 5 and 6

Very truly yours,

John Edgar Hoover

Director

Enclosures (26)

# PART II

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. One copy of the circular letter is to be filed. . . A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

### F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

### G. FIELD OFFICE LISTS

#### 1. Law enforcement officials

- a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful.
  - (1) Chiefs of police
  - (2) Sheriffs
  - (3) State police or highway patrol commanders and ranking officers in command of districts
  - (4) U. S. Marshals and deputies
  - (5) Ranking Federal law enforcement officers
  - (6) Wardens of penal institutions
  - (7) District attorneys or county prosecutors
  - (8) Railway police (if desirable)
  - (9) Officers receiving law enforcement bulletins
  - (10) Any other officials who receive identification orders
- b. Changes in the list are to be reported to the Bureau as they occur.
- c. Letters advising the Bureau of changes are to be set up as indicated:

City	Deleted	Added	Remarks
Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS.

2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations.

[ A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.]

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division

Bureau of Customs

Cooperative Credit Bureaus

Duly Constituted Law Enforcement Officers

FBINA Graduates

Hotels

Immigration and Naturalization Service

(4) The following may appear on the list:

Automobile Clubs

Banks

County Attorneys

County Coroners

Credit Companies

Detective Agencies

Enlistment Officers,

U. S. Army, Navy, Marine Corps

Employment Service

Fire Departments

Forest Service

Gunsmiths

Insurance Companies

Movie Studios

Missions Providing Lodging

Post Office Inspectors

Postmasters

Salvation Army

Secret Service

U. S. Marshals

Navy Shore Patrol

Oil Company Special Agents

Parole and Probation Officers

Plant Quarantine Officers

Protective Associations

Race Tracks

Savings and Loan Associations

Service Recruiting Officers

[State Employment Offices]

State Hospitals for Insane

Steamship Companies

Telegraph Companies

U. S. Attorneys

U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

April 29, 1960

MANUAL OF RULES AND REGULATIONS  
Revision Number 90

*obsolete*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (18)

## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

#### 2. Files

Do not make up files or write memoranda for the preparation of sources of information.

#### 3. Security and racial sources of information

Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. See section 107N, [3b,] volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

#### 4. Gifts to sources shall not be reclaimed as blue slip items.

### L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.

2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).

3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division.

Use the following subheadings in the order given:

- a. Description of proposed SAC contact
- b. Services this contact can provide
- c. Past relations with field office
- d. Thumbnail sketch of known history
- e. Derogatory information
- f. Recommendation of SAC

Submit an original and two copies, [but one of the copies should consist only of the first page of the communication.] If the SAC contact is approved, [the single-page] copy is to be stamped approved and returned to the field. If the contact is not approved, a [letter] is to be submitted to the field stating why the individual cannot be used as an SAC contact.

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
8. Advise Bureau promptly of changes of addresses or status of SAC contacts.
9. [Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
10. [From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.]
11. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.



## PART II

### SECTION 5. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

12. Additional persons to be contacted shortly after the arrival of the SAC include:
  - a. Federal judges
  - b. U. S. Attorneys
  - c. Only outstanding state judges
  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
 

<ol style="list-style-type: none"> <li>(1) Mayors</li> <li>(2) Chiefs of police</li> <li>(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services</li> <li>(4) Managers or owners of leading and most important radio stations</li> <li>(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions</li> <li>(6) Executive secretary or director of chambers of commerce</li> <li>(7) Heads of Federal intelligence agencies</li> <li>(8) Outstanding leaders of Government and business</li> <li>(9) Heads of larger universities</li> <li>(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi</li> </ol>	<ol style="list-style-type: none"> <li>(11) Top representatives of air lines</li> <li>(12) Managers of leading airports</li> <li>(13) Top representatives of railroads</li> <li>(14) Managers of leading railroad stations</li> <li>(15) Top representatives of telephone companies</li> <li>(16) Top representatives of Western Union</li> <li>(17) Managers of the most outstanding and important hotels</li> <li>(18) Heads of better business bureaus</li> <li>(19) Heads of leading banks</li> </ol>
---	---
13. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
14. Gifts to office contacts shall not be reclaimed as blue slip items.

#### M. AMERICAN LEGION CONTACTS

The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each year[showing]that the above American Legion officials have been contacted.

February 29, 1960

MANUAL OF RULES AND REGULATIONS  
Revision Number 88

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (49)

# PART II

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

### F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

### G. FIELD OFFICE LISTS

#### 1. Law enforcement officials

- a. On March 1 of each year all field offices shall forward to the Bureau in duplicate; and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful.
  - (1) Chiefs of police
  - (2) Sheriffs
  - (3) State police or highway patrol commanders and ranking officers in command of districts
  - (4) U. S. Marshals and deputies
  - (5) Ranking Federal law enforcement officers
  - (6) Wardens of penal institutions
  - (7) District attorneys or county prosecutors
  - (8) Railway police (if desirable)
  - (9) Officers receiving law enforcement bulletins
  - (10) Any other officials who receive identification orders
- b. Changes in the list are to be reported to the Bureau as they occur.
- c. Letters advising the Bureau of changes are to be set up as indicated:

City	Deleted	Added	Remarks
Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

# PART II

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

### 2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division

Bureau of Customs

Cooperative Credit Bureaus

Duly Constituted Law Enforcement Officers

FBINA Graduates

Hotels

Immigration and Naturalization Service

(4) The following may appear on the list:

Automobile Clubs

Banks

County Attorneys

County Coroners

Credit Companies

Detective Agencies

Enlistment Officers,

U. S. Army, Navy, Marine Corps

Employment Service

Fire Departments

Forest Service

Gunsmiths

Insurance Companies

Missions Providing Lodging

Post Office Inspectors

Postmasters

Salvation Army

Secret Service

U. S. Marshals

Movie Studios

Navy Shore Patrol

Oil Company Special Agents

Parole and Probation Officers

Plant Quarantine Officers

Protective Associations

Race Tracks

Savings and Loan Associations

Service Recruiting Officers

State Hospitals for Insane

Steamship Companies

Telegraph Companies

U. S. Attorneys

U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

[ e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.]

## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files  
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information  
Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. See section 107N, [36,] volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts to sources shall not be reclaimed as blue slip items.

#### L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division.  
Use the following subheadings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Derogatory information
  - f. Recommendation of SAC

Submit an original and two copies, [but one of the copies should consist only of the first page of the communication.] If the SAC contact is approved, [the single-page] copy is to be stamped approved and returned to the field. If the contact is not approved, a [letter] is to be submitted to the field stating why the individual cannot be used as an SAC contact.

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by 5-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. Advise Bureau immediately when a contact is discontinued UACB. [If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.]
8. Advise Bureau promptly of changes of addresses or status of SAC contacts.]
9. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.
10. Additional persons to be contacted shortly after the arrival of the SAC include:
  - a. Federal judges
  - b. U. S. Attorneys
  - c. Only outstanding state judges
  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
 

(1) Mayors	(11) Top representatives of air lines
(2) Chiefs of police	(12) Managers of leading airports
(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services	(13) Top representatives of railroads
(4) Managers or owners of leading and most important radio stations	(14) Managers of leading railroad stations
(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions	(15) Top representatives of telephone companies
(6) Executive secretary or director of chambers of commerce	(16) Top representatives of Western Union
(7) Heads of Federal intelligence agencies	(17) Managers of the most outstanding and important hotels
(8) Outstanding leaders of Government and business	(18) Heads of better business bureaus
(9) Heads of larger universities	(19) Heads of leading banks
(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi	

## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

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January 29, 1960

MANUAL OF RULES AND REGULATIONS  
Revision Number 87

*obsolete*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 5 - Pages 5 and 6  
Pages 7 and 8

Section 6 - Pages 3 and 4

Part II

Section 3 - Pages 1b and 2  
Pages 13 and 14  
Pages 15 and 15a

Section 4 - Pages 2a and 2b  
(Page 12a)  
Pages 17 and 18  
Page 23  
Pages 63 and 64

Part II (continued)

Section 6 - Pages 3a and 4

Section 9 - Pages 1 and 2

Index - Page 6a  
Pages 7 and 8  
Page 12a  
Pages 13 and 14  
Pages 15 and 16  
Pages 25 and 26

Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

*PART 2*

*383*

SECTION 87  
PART II  
(1960 TO 1968)

*This document is prepared in response to your request and is not for dissemination outside your Committee. Its use is limited to official proceedings by your Committee and the content may not be disclosed to unauthorized personnel without the express approval of the FBI .*

## D. SECURITY INVESTIGATION OF INDIVIDUALS

## 1. Definitions

The term "basic revolutionary organization" or "basic revolutionary group" when used hereinafter in this subsection shall apply to any one or all of the following organizations or groups in order to distinguish the organizations from front organizations:

- a. Communist Party, USA
- b. Socialist Workers Party
- c. Progressive Labor Party
- d. Proletarian Party of America
- e. Nationalist Party of Puerto Rico
- f. Johnson-Forrest Group
- g. American Socialist Clubs
- h. See also 87C 1d.

- [i. Black nationalist extremists, although technically not members of basic revolutionary organizations within the above meaning, should be investigated under the same rules. (See section 122, volume IV, of this manual for additional guides.)]

## 2. Responsibility of the Bureau

- a. To conduct thorough investigation into the background and subversive activities of all persons in the U. S. and Puerto Rico who are dangerous or potentially dangerous to the internal security. Each SAC will be held responsible for the proper investigation of all persons in his area who, because of membership or affiliation with basic revolutionary organizations or other Marxist revolutionary organizations including splinter groups, may be potentially dangerous.
- b. To determine the identities, whereabouts, and activities of individuals constituting a threat to the internal security and develop sufficient information and evidence through investigation to sustain appropriate action by the Bureau should it become necessary for the Federal Government to institute prosecutive action against such individuals in courts of law or control their movement and activities in the event of a national emergency

## 3. Purpose of investigation

The primary purpose of these investigations is twofold, namely:

## a. Determination of dangerousness

To determine the identities, whereabouts, and activities of all individuals in the U. S. and Puerto Rico who, because of their membership in, activity in, or association with one or more of the revolutionary groups defined above or related groups, are dangerous or potentially dangerous to the internal security of the country, and the consequent collection of sufficient information concerning their subversive activities to justify apprehension in event of a national emergency

## b. Determination of violations of Federal statutes

To determine the identities, whereabouts, and activities of all individuals who have been or may be violating laws of the U. S.

- (1) Direct investigation towards obtaining admissible evidence to establish the violation.
- (2) Be alert for any information indicating a violation of the Federal statutes relating to espionage, sabotage, and sedition.
- (3) Title 18, USC, § 2385, paragraph (1), prohibits the advocacy, etc., of forceful or violent overthrow of the Government. Paragraph (2) prohibits the printing and distribution of propaganda advocating the forceful overthrow of the Government. (Affiliation with an organization is not a prerequisite to prosecution under paragraphs (1) and (2).) Paragraph (3) makes it unlawful to organize or help to organize any society, etc., of persons who advocate overthrow of the Government by force or violence, or to be or become a member of or become affiliated with any such society knowing the purposes thereof. Conspiracy to violate this section is covered by Title 18, USC, § 371 (general conspiracy statute).
- (4) Title 18, USC, § 2387, penalizes attempts to undermine the loyalty, discipline, or morale of the armed forces. Alleged violations should be reported immediately to the Bureau.

- (5) Title 5, USC, § 7311, and Title 18, USC, § 1218, prohibit Government employment of persons who are disloyal or who assert the right to strike against the Government. Title 5, USC, § 3333, provides that an individual accepting office or employment in the Government of the U. S. shall, within 60 days, execute an affidavit certifying that he does not advocate the violent overthrow of the U. S. Government, etc. The execution of a false affidavit constitutes a fraud on, or attempt to defraud, the Government within the purview of Title 5, USC, § 303, so as to authorize Special Agents of the Bureau to administer oaths in investigations arising out of this law. Alleged violations of this law called to your attention should be furnished to the Bureau promptly and no investigation should be initiated on the basis of complaints received without prior Bureau authority. Refer to section [19c, volume II,] of this manual for procedures to be followed regarding possible violations of this law discovered or received in connection with security of Government employees investigations.
- (6) Title 18, USC, § 1001, includes possible fraud against the Government violations wherein there are concealments or falsifications relating to subversive information. These violations must be presented to the Department by the Bureau for a prosecutive opinion rather than being presented locally to USAs. They ordinarily involve the execution of U. S. Government forms. Common violators are employees of private concerns having Government contracts who execute Government forms required for clearance for access to classified information.

Upon receipt of information indicating a violation of this type, investigation under the "Security Matter - Fraud Against the Government" character should be initiated and the Bureau immediately advised. The Department has advised that it is essential, to establish jurisdiction, to prove that the form was presented to a Government agency for action or determination. This, therefore, should be the first investigative step. If the form was not presented to a Government agency, no further investigation should be made and the Bureau so advised. In this case, however, remain alert for information the form is later presented to Government agency. The fact subject actually signed the form must be established by testimony of witnesses to the signature, handwriting examination, or other conclusive evidence. The original of the form must be located. Sources that furnished pertinent information concerning subject during previous investigations and other potential witnesses should be thoroughly interviewed to determine the basis for each item of pertinent information furnished and to obtain the identities of other potential witnesses. Where affiliation with subversive organizations is involved, interview individuals who were members of same units of these organizations as subject for indicia of his membership, such as attendance at closed meetings, payment of dues, holding of office, etc. If possible, develop evidence to supplant pertinent information furnished by current informants. Obtain prior Bureau authority to interview the subject. Interview subject and potential witnesses furnishing pertinent information under oath and obtain sworn signed statements if possible. An exception may be made when interviewing established sources, such as current informants, if oath and/or signed statements not considered desirable under circumstances. Be guided by instructions in section 6b, (7), below when interviewing potential witnesses with subversive backgrounds.

in a key facility, copies of reports bearing the dual character, "Security of Government Employees; Security Matter - C," should be furnished to appropriate intelligence agencies of the armed services by the field offices as shown in section 87D 7c (2) of this manual. For instructions regarding dissemination to the Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, see 87D 7c (3) of this manual.

Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including police, investigative procedures, and dissemination are set out in section [19,] volume [II,] of this manual.

- (7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services  
Dissemination should be made locally to the intelligence service of the military branch involved.
- (8) Airmen issued certificates by Federal Aviation Administration (FAA)  
FAA issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way: individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to FAA. Such dissemination will be made only at the Bureau. For additional instructions regarding dissemination to FAA, see Manual of Rules and Regulations, part II, section 5.
- (9) Security index - dissemination of information to Secret Service  
Under the agreement between the Bureau and the Secret Service concerning Presidential protection dated 2-3-65, which is set out in its entirety in section 102, volume IV, of this manual, reports are to be disseminated henceforth to Secret Service in all security index cases. An extra copy of the report in these cases should be furnished the Bureau. At the time the agreement was entered into, letterhead memoranda in all security index cases had been disseminated to Secret Service. Therefore, prior reports in these cases will not be disseminated.

Under the terms of the agreement, it is essential to advise Secret Service of the reason or reasons for referral - statement of the class or classes in appendix B of the agreement which the individual referred fits. For this purpose utilize form FD-376, which is designed to serve as a letter of transmittal for both local dissemination and dissemination at the SOG. The original and one copy of this form should be forwarded to the Bureau. A copy is to be maintained in the main case file and upon transferral of office of origin in any case, the new office of origin is to be furnished a copy. Careful consideration must be given to insure that the individual is properly categorized. In the case of subject being recommended for the security index, withhold dissemination pending Bureau approval of his security index status only in those cases in which the subject is categorized as falling within category 3 of the agreement between the Federal Bureau of Investigation and the Secret Service concerning Presidential protection. Forward FD-376 as in any other case. Prompt dissemination should be made of information developed regarding individuals falling within other than category 3.

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- (D) When the office of origin for a security index [or reserve index A] subject against whose identification record a notice has been placed is changed, form FD-128[or FD-128a,] submitted to change office of origin, should[show]that a security flash notice has been posted with the Identification Division. An extra copy of the form FD-128[or FD-128a ] should be specifically sent to the Identification Division in order that its records will[show]the new office of origin to which future records will be[submitted.]
- (E) Cancel a security flash notice when (1) it is learned that the subject of such is deceased or (2) such subject is determined to be no longer of security interest. Do not cancel the security flash notice when a subject is removed from the security index solely by application of the security index criteria.



## (j) Physical description

- I. Obtain and report a detailed physical description.
- II. During the course of the initial investigation in any security-type case, including espionage and nationalistic tendency cases, the physical characteristics and description of the subject shall be determined or verified by personal observation. It is not necessary to observe personally the subject of any case where preliminary investigation determines the basis for opening the case is unfounded.
- III. The subject should be personally observed, if possible, early in the investigation after it is determined that a complete investigation is warranted to develop the extent of a subject's subversive activities and to consider whether the subject's name should be added to the security index. This action should be taken in the course of developing background information to determine the true identity and existence of the subject and to assist in establishing that the subject of the investigation is the person against whom the subversive allegations have been made. Each subject should be personally observed whenever a complete security investigation is conducted even though a security index card is not being recommended at the completion of the investigation.
- IV. Do not delay the submission of form FD-122 recommending the addition of a subject's name to the security index even though it has not been possible to observe personally the subject if it has been determined through investigation that the subject is dangerous or potentially dangerous.
- V. If a security index card is not being recommended after all logical investigation has been conducted and it has not been possible to observe personally the subject during the investigation, the case may be closed even though this has not been done. If a security index card has been recommended and prepared and it has not been possible to personally observe the subject, the case shall remain open until such time as the subject is personally observed, except when it has been determined that the subject is residing outside the U. S. or Puerto Rico, in which event the case may be closed if there is no other pending investigation and the matter should be followed administratively to be certain that the subject is personally observed upon his return to this country.

## (k) Photograph

- I. Reasonable efforts should be made during the investigation of a security subject to obtain a photograph of the subject through usual sources.
- II. Cases on security index subjects are to be maintained in a pending status until such time as a suitable photograph is obtained unless circumstances dictate otherwise, in which case the Bureau should be advised. Once a photograph has been obtained, continue to be alert for the existence of more recent photographs which may become available.
- III. [Forward a copy of photographs of security index subjects to the Bureau for dissemination to U. S. Secret Service headquarters.]

- (3) Criteria for placing and retaining names in the security index
- (a) The addition to and retention of names in the security index shall be governed by the following criteria:
- I. No name shall be added to or retained in the security index unless one or more of the following situations have been established through investigation:
- (A) Subject has had membership[in,]or participation in the activities of, a basic revolutionary organization within the last five years as shown by overt acts or statements established through reliable sources, informants, or individuals.
- (B) Subject has had membership[in,]or participation in the affairs of, one or more front organizations which adhere to the policies and doctrines of a[basic] revolutionary[organization,]in a leadership capacity or by active substantial participation in the furtherance of[those]aims[and]purposes of the front organization[which coincide with those of a basic revolutionary organization,]within the last three years as shown by overt acts or statements established through reliable sources, informants, or individuals.
- (C) Investigation has developed information that an individual, though not a member[of]or a participant in the activities of a[basic revolutionary or front organization,]has anarchist or revolutionary beliefs and is likely to seize upon the opportunity presented by a national emergency to[commit acts of espionage or sabotage, including acts of terrorism, assassination, or any interference with or threat to the survival and effective operation of the national, state, and local governments and of the defense effort.]
- (D) Although investigation has failed to establish [the facts required by (A), (B), or (C) above, either as to the substance of those criteria or because there have been no overt acts or statements within the time limits prescribed,]facts have been developed which clearly and unmistakably depict the subject as a dangerous individual who could be expected to commit acts[of the kind described in (C) above.]

## II. [Activity in support of Cuban regime]

Careful consideration should be given to recommending for inclusion in the security index those individuals who in the light of the clear identification of the Cuban Government as procommunist, pro-Soviet bloc, and anti-U. S., would be deemed dangerous or potentially dangerous to the internal security of the U. S. in the event of an emergency involving Cuba and the U. S. In connection therewith, there should be substantial showing of data within the following standards:

- (A) An individual has served as a leader or officer or has substantially participated in the activities of a pro-Castro organization and has engaged in activities which have included either the preparation or distribution of pro-Cuban or anti-U. S. propaganda; the active collection of funds for any agency or representative of the Cuban Government or for a pro-Castro group, which funds are not intended for the relief of human suffering or other charitable purposes; active participation in acts of violence against anti-Castro individuals or groups or against the U. S.; or the active collection of intelligence data regarding the national defense of the U. S. or which would serve the purposes of the Cuban Government as opposed to the interests of the U. S., where there are reasonable grounds to believe that such data is to be or has been conveyed to any agency or representative of the Cuban Government.
- (B) An individual, whether he has participated in organizational activity or not, has engaged in one or more activities specified in (A) above and it has been clearly established, by overt acts or statements or other evidence, that there are reasonable grounds to believe the loyalty of the individual would lie with the Cuban Government in the event of armed conflict between the Cuban Government and the U. S.
- (C) Aliens of Cuban nationality and aliens holding Cuban citizenship should be considered for the security index when it is determined that one of these (1) is likely to foster, encourage, or promote the policies, programs, or objectives of the Cuban Government, or collaborate with the Cuban Government or (2) is likely to engage in or attempt to engage in acts of espionage, sabotage, or other activities inimical or detrimental to the defense or public safety of the U. S. as shown by overt acts or statements established through reliable sources, informants, or individuals. Activities on a subject's part which should be considered in determining whether his name should be added to the security index under the foregoing would include but should not be limited to (1) participation in organizations supporting the Castro regime, (2) participation in picket lines formed in support of the Cuban Government, (3) contacts with Cuban agents operating in this country on behalf of the Cuban Government, or (4) statements or activities on a subject's part establishing reasonable grounds to believe that his loyalty would lie with the Cuban Government in the event of armed conflict between the U. S. and Cuba.

agency responsible for such action. Forward such data to Bureau and incorporate in next report submitted concerning individual in question. Where no investigation has been conducted by Bureau and there is no case on individual being denied clearance, give consideration to opening a security investigation if information received from intelligence agency warrants such action.

- (2) Inclusion in security index  
In recommending key facility employee for inclusion in security index, FD-122 is to contain:
- (a) Key facility geographical reference number
  - (b) Abbreviation for agency having security responsibility. [The Department of the Army has been designated the agency having security responsibility for all key facilities.]
  - (c) Abbreviations for other agencies known to have classified contracts with the key facility. Interested agencies should be identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards returned from Bureau.
  - (d) [Deleted]

If subject of existing security index card is found to have become employed in a key facility, FD-122 must be submitted to Bureau with above-required key facility data set forth thereon. Case is then to be handled in accordance with instructions set forth below concerning key facility cases.

- (3) Dissemination  
Upon receipt of original complaint or allegation concerning key facility employee from source other than interested intelligence agency, a summary of complaint and information concerning the individual should be furnished immediately by letter to interested intelligence agency. Intelligence agency should then be advised whether a security investigation is being conducted of the individual and, if investigation is being conducted, that copies of reports will be furnished upon completion of investigation. Letter to intelligence agency should clearly point out that information is unsubstantiated and has not been verified through investigation by FBI.

In addition to disseminating to interested intelligence agencies information of a derogatory security nature developed concerning persons employed at facilities holding classified contracts, with the exception of classified contracts with the Atomic Energy Commission, such information should be furnished to the Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio, 43215, attention Chief, Adjudication Division. In each instance, advise the interested intelligence agency that dissemination has been made to DISCO. This dissemination is to include derogatory security information developed concerning persons who may not be currently employed at such a facility but who are known to be holders of an industrial security clearance.

These instructions do not apply to allegations of espionage or those of such a confidential character as would not ordinarily be disseminated. Such information appearing to be of immediate interest to other intelligence agencies should be submitted to Bureau by most expeditious means, depending upon the circumstances, with a request that the Bureau consider advisability of disseminating it.

Disseminate copies of each report to the local representative of agency having security responsibility, as well as to local representative of other intelligence agencies known to have

classified contracts with the key facility. Copies of reports for the Marine Corps should be disseminated locally to NISO.

Dissemination to the Atomic Energy Commission (AEC), Defense Atomic Support Agency (DASA) (formerly Armed Forces Special Weapons Project), the Research and Development Board (RDB), and the Maritime Administration (MA) will be made at the Bureau, and not in the field.

(4) Status of cases

After all active investigation conducted, place in a [pending-inactive] status. Forty-five days before report due, make case pending active and check with armed services representative at the key facility or with other reliable sources to determine whether subject has access to classified or restricted material.

[(Also see Manual of Rules and Regulations, part II, section 4D, item 2a, (6), and section 4N, item 4, for instructions concerning synopses and classification of reports in key facility cases.)]

d. Top functionary program

(1) General

Purpose of top functionary program is to select for special attention those individuals in a subversive movement who are of outstanding importance to the effectiveness of the movement.

Top functionary program is described below as pertaining to the Communist Party, USA. However, it also applies to important individuals active in or on behalf of other basic revolutionary groups, subversive organizations, or unorganized groups who have indicated a propensity for violence.

(2) Definition of top functionary

A top functionary is an individual, either a member or a nonmember of the Communist Party, to whom, because of his importance, it is necessary to give continuous investigative attention in order to keep abreast of communism on a national basis in the U. S. Necessarily, such an individual would be on a high policy level in the movement. This also applies to an individual, either a member or a nonmember of other subversive organizations or unorganized groups, who would be on a high policy level in the movement.

The term "top functionary" is not to be construed as requiring that individuals in this category must actually hold official positions in the organizations but shall be given a broad enough construction to include others who are of equal importance because of their influence in the movement itself, or their position and activities outside the party in labor, front, or similar organizations or movements. Black nationalist extremists whose importance justifies continuous investigative attention should be considered for designation as top functionaries.

(3) Manner of designation of top functionary

Prior Bureau authority necessary to designate a subject as a top functionary. Submit such recommendation to Bureau by letter containing reasons for the recommendation. Bureau desires to be very selective in this matter and to concentrate on individuals who, on a national basis, are the guiding hands in the communist movement and other subversive movements. Top functionaries are to be included in priority I and reports are to be submitted in accordance with 87D 7f (2).

At the seat of Government a careful appraisal will be made of the field's recommendation, following which the office will be advised concerning the Bureau's decision on the recommendation.

- (4) Regulations governing the handling of top functionaries
- (a) Designation and deletion of top functionary status  
Designate or remove a subject as a top functionary by individual letter to the Bureau carrying the subject in the caption and containing a brief statement as to the reason for designation or deletion.

Where office of origin for top functionaries is transferred, deletions in the old office of origin and additions in the new office are handled in accordance with 87D 7b (9) (b).

- (b) Photographs  
Photographs must be obtained for each top functionary. Whenever possible, the photographs should be obtained from public records, law enforcement agencies, state or Federal Government agencies, and similar sources. Where more direct means employed, use extreme care to avoid prejudicing the investigation. Send two copies (one is for Secret Service headquarters) of photograph of each top functionary to the Bureau, either by cover letter or as enclosure to a report. Maintain a copy of each photograph in the subject's individual case file in the field. If album of top functionary photographs maintained, be sure duplicates are also filed in each individual subject's file.

- (c) Handwriting specimens  
Suitable handwriting specimens of each top functionary must be obtained. Whenever possible, obtain handwriting specimens from public records, law enforcement agencies, and similar sources. Again, if more direct means employed, use extreme care. Send specimens to the Bureau under a separate cover letter by registered mail for the attention of the FBI Laboratory. Letter should bear caption of individual case.

Handwriting specimens should be sufficiently extensive to permit possible future comparisons by the Laboratory. When specimens submitted may be of value as evidence, letter of transmittal should so state and Bureau should be requested to return specimens after copies have been made.

- (d) Security index cards  
Request preparation by FD-122 at the earliest possible moment. Same rules apply to preparation and maintenance as apply to other security index cards. All security index cards for top functionaries shall be designated for priority I.

- (e) Change of office of origin  
FD-128 changing office of origin on a top functionary automatically deletes him as top functionary in old office and adds him as a top functionary in new office. For further instructions concerning the change of office of origin in these cases, see 87D 7b (9) (b).

- (f) Reports  
I. Character - Internal Security - (followed by appropriate letter designating the organizational affiliation or nationalistic tendency)

- (5) Maintenance of list  
Each office must maintain a current list on top functionaries.

e. Correlation of other investigations with the security index and reserve index

Individuals investigated by the Bureau under any character against whom subversive information is developed must be constantly borne in mind for inclusion in the security index and/or reserve index.

- (1) Espionage and foreign intelligence investigations  
Subjects of these investigations must be included in the security index and/or the reserve index if they meet the standards for inclusion therein. It is the responsibility of the investigating Agent and field supervising official to make appropriate recommendations for preparation of the security index card and/or the reserve index card, whenever appropriate.
- (2) Security of Government employees (SGE) investigations  
Subjects of all SGE investigations against whom subversive derogatory information has been developed must be considered for inclusion in the security index and/or reserve index.

The Agent conducting investigation in the office covering the subject's residence must refer such cases to the field supervisor in charge of the security index program for appropriate handling. Copies of reports showing disloyal information must be submitted to the field office covering the subject's residence, when developed by any other office.

When an individual who has previously been investigated under the SGE character is the subject of a security index card and is still employed by the Federal Government or is being considered for Federal employment, the dual character of "Security of Government Employees" and the character of the subject's security case should be used in the report being submitted. This will insure that the reports are referred to the appropriate desks for supervision at the Bureau, as well as in the field. These reports should be written according to the standards prevailing for SGE reports.

Disseminate these dual character reports the same as any other security report. Representatives of other intelligence agencies requesting reports showing the actual SGE investigation should be informed to direct the request to their Washington headquarters for referral to the Bureau.

- (3) Atomic Energy Act, U. S. Information Agency applicant, departmental applicant, Bureau applicant, and other Bureau investigations  
Subjects of all above investigations against whom subversive information has been developed must be considered for inclusion in the security index and/or the reserve index. In each such case the Agent conducting the investigation in the office covering the subject's residence must refer the matter to the field supervisor in charge of the security index program for appropriate handling.

Copies of reports showing disloyal information must be submitted to the office covering the subject's residence, whenever developed by another office.

## (6) Character

## (a) Top functionaries

Internal Security (or Racial Matter - if subject is a black nationalist) - followed by the letters designating the organizational affiliation or nationalistic tendencies.  
Examples:

Internal Security - C  
Internal Security - SWP  
Racial Matters - NOI

## (b) Others

Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.  
Examples:

Security Matter - C  
Security Matter - SWP  
Security Matter - X (native fascist)  
Security Matter - M (miscellaneous)

When a subject is deleted as a top functionary, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a top functionary, the first report after the designation and all subsequent reports shall bear the internal security character. Communications regarding subjects who are employed in key facilities should bear the words "Key Facility" in the character. Communications regarding subjects who are members of the Communist Party, USA, National Committee should bear the words "National Committee" in the character. Black nationalist investigations and racial matters should be given the character set out in section 122, volume IV, of this manual.

## (7) Status

All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:

## (a) Top functionaries

## I. Pending inactive

(A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

## (b) [Key facility cases

Key facility cases are to be maintained in pending-inactive status. (See 87D 7c (4).)]



## (c) Other security index subjects

## I. Closed

- (A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of [a periodic] investigative report [according to priority designation.] If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter (form FD-400) to the Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-306 properly executed. The cases shall be opened and assigned 45 days prior to the date the [periodic] report is due. Such cases shall also be opened and assigned six months after submission of the [periodic] report to accomplish verification of addresses [and further verification must be handled in accordance with 87D 7b (7) (b).] Upon such verification, the cases should be closed administratively.

## (d) Cases of subjects recommended for security index

## I. Pending inactive

- (A) If all active investigation completed at the time FD-122 forwarded to Bureau
- (B) Set forth lead to follow Bureau for security index card and if approved for dissemination of report to Secret Service.

## II. Closed

- (A) Upon receipt of security index card from Bureau and dissemination to Secret Service
- (B) Thereafter follow by administrative tickler for investigative report as in (c) above.

## (e) Subjects not in security index who are not to be included therein

## I. Closed

- (A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

## [(8)] Content

- (a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.

## I. Background

- (A) Birth date
- (B) Citizenship status
- (C) Education
- (D) Marital status
- (E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
- (F) Identification record
- (G) Employment
- (H) Residence
- (I) Status of health (if known)

## II. Connections with Communist Party, other basic revolutionary groups, front [groups], black nationalist extremist groups, [and/or other subversive organizations or unorganized groups]

- (A) Information concerning admission to revolutionary group including sponsors, etc.
- (B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

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Communist Party members, review of field office files, pretext interviews, surveillances, Special Agents attending mass meetings, etc.

4. Internal Security Act of 1950

To insure successful proceedings against a communist front organization under this act, a preponderance of admissible evidence must be secured to [show] extent to which

- a. Persons active in management, direction, or supervision of an organization are active in management, direction, or supervision, or as representatives, of
- b. Its support, financial or otherwise, is derived from
- c. Its funds, resources, or personnel are used to further or promote objectives of
- d. Positions taken or advanced by it from time to time do not deviate from those of

Any communist-action organization, communist foreign government, or the world communist movement.

5. Panel sources

a. Purpose

To develop potential witnesses who will be willing to obtain and introduce legally admissible evidence re subversive nature of organizations in future prosecutive action

b. Program

- (1) Since Special Agent and active security informant testimony is undesirable, field should recruit panel of potential witnesses locally. Some may be found among American Legion contacts, plant informants, former and exposed security informants, etc.
- (2) Panel members should attend public rallies and meetings, as well as obtain literature of organizations they are covering.
- (3) To aid panelists, exhibit photographs of individuals they will most likely encounter at front organization functions.
- (4) Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, the same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants. (See section 107, volume IV, of this manual.)
- (5) Legitimate expenses incurred by panel members should be reimbursed in same manner as security informants.
- (6) Eliminate inactive, ineffective, or unsatisfactory panelists on a continuing basis. At time of submission of semiannual letter, office panel should be reviewed to make certain all such panelists have been removed.
- (7) Identities of panelists should be concealed.

c. Administrative handling

- (1) Check prospective panelists through office indices, local police department, credit records, and established informants. If no undesirable information is developed, initial contact may be made with panelist to ascertain cooperativeness.
- (2) Submit names of cooperative panelists to Bureau by letter outlining complete background and recommendation as to inclusion in office panel. [One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When approving the field's recommendation, this single-page copy will be stamped "Approved" by Bureau and will be returned.] Be certain such individuals are not plants and will consider relationship with Bureau in confidence.

- (3) Open 134 when active investigation of prospective panelist is initiated. When preliminary investigation completed and Bureau has approved panelist, close file administratively if panelist is not contacted regularly.

Regular contacts with panelists should be noted in their respective files.

- (4) Only Agents designated should handle panelists.  
(5) Every[six]months submit letter of justification to Bureau requesting continuation of payments to panel source. See section 107N, 3b, volume IV, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.

Gifts should not be given to sources since such actions might be misconstrued.

- (6) Summary letter captioned "Panel Source Program" (Bufile 134-1113) to be prepared and submitted to Bureau March 25 and September 25 each year. Use following topical outline:
- (a) Status of program
    - Include progress in panel development. Show total number of new panelists developed and total number of panelists discontinued during six months' period.
  - (b) Total number panel sources active
  - (c) Names of organizations covered
  - (d) Number and identities of panelists redesignated to informant or potential informant status since institution of panel program

d. Suggestion

Designate, where practicable, coordinating Agent to maintain roster of current panel members and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and communist publications.

6. Classification - 100

7. Character - Internal Security - letters for organizational activity or nationalistic tendency; e.g., (C), (SWP), (Miscellaneous), etc.

with any additional information contained in the Bureau's files.

6. The names of subscribers to Communist Party nominating petitions and the names appearing on subscription lists of [the Communist Party, USA, publications] and publications and organs of the organizations set forth in 1 a, b, c, and d must be indexed in the field office covering the address shown for the subscriber and should not be forwarded to the Bureau for indexing. Mailing lists as such which cannot be identified as membership lists of subversive organizations also should be indexed in the field and not forwarded to the Bureau. Field offices obtaining such lists must promptly furnish them to the office covering the address shown for the subscriber.
7. Important subversive derogatory information concerning any individual and any new subversive derogatory information concerning any individual of importance must be brought to the attention of the Bureau by expeditious means.
8. Subversive and nonsubversive derogatory information coming to the attention of the field office through a name check or otherwise on an employee of the executive branch of the Government, which information is within the purview of Executive Order 10450, should be forwarded promptly to the Bureau for dissemination to the Civil Service Commission. In addition, subversive derogatory and other information relating to other employees of the Government and to employees of the United Nations and of other public international organizations received by the field office should be brought immediately to the attention of the Bureau.
9. These instructions do not affect and are in addition to existing instructions for the submission of information in report form.

C. INVESTIGATION OF THE COMMUNIST PARTY, USA, SOCIALIST WORKERS PARTY, AND OTHER MARXIST REVOLUTIONARY-TYPE ORGANIZATIONS

1. Policy

a. Communist Party, USA

By Presidential directive on 9-6-39, and subsequent restatements (see section 102, volume IV, of this manual), this Bureau is charged with the responsibility of coordinating all information with regard to the internal security of the U. S. Since 1939, a large portion of the Bureau's security investigations has been directed toward a coverage of the activities of communists and other groups whose aims seek the overthrow of the U. S. Government. The Communist Party, USA, is the best organized and most dangerous from a security standpoint. The party is not an isolated or purely domestic organization but is part of an international communist movement led and dominated by the Communist Party of the Soviet Union, the ultimate aim of which is to establish a world-wide communist state. The Communist Party, USA, bases its theory on the principles of Marxism-Leninism. (Considerable evidence shows that these principles look toward the violent overthrow of the U. S. Government or its downfall in the event of a war with the Soviet Union.) It would be a grave error to suppose that, because the party is actually and potentially small, it is not dangerous. The contemplated role of the party is such that it can be played best by an organization which is cohesive, easily mobilized, highly maneuverable, fanatically zealous, well disciplined, and immediately responsive in an emergency to the demands of its leaders. The highest authority in the Communist Party, USA, is the national convention which meets approximately once every two years. Between these conventions, the national committee is the highest authority of the party.

The Communist Party, USA, is divided into district and state organizations, then into county, city, section, and club organizations. The number and nature of these subdivisions are dependent on the number of members in the various localities. Every party member must belong to a party club.

The Communist Party strategy and policy is based primarily on the loyal support and defense of the Soviet Union. The party line changes from time to time depending upon the current program of the international communist movement.

b. Socialist Workers Party

The Socialist Workers Party was founded at a convention held in Chicago, Illinois, from 12-31-37 to 1-3-38. The present headquarters are located at 116 University Place, New York 3, New York. The following statements are taken from the "Declaration of Principles and Constitution of the Socialist Workers Party" which was adopted at this convention:

"The purpose of the party is set forth in its declaration of principles: Its purpose shall be to educate and organize the working class for the abolition of capitalism and the establishment of a workers government to achieve Socialism." (From article 11 under the caption "Purpose.")

"We call upon all revolutionary militants to join with us to build the SWP into the mass revolutionary party which will lead the working class of the United States to power; and which, together with the revolutionists of all countries united in the Fourth International, will achieve the victory of the international revolution and of world Socialism."

"The main specific task of the SWP is the mobilization of the American masses for struggle against American Capitalism, and for its overthrow...." (Part III of above pamphlet)

Shortly after the Fourth International was founded in Switzerland on 9-3-38, the Socialist Workers Party in the U. S. announced that it was the "American Section" of the "world party of the Socialist revolution" (Fourth International). At a special convention on 12-21-40, the Socialist Workers Party passed a resolution ending its organizational connection with the Fourth International (because of the passage of the Voorhis Act).

This organization follows the Marxist-Leninist-Trotskyist line. Statements made by functionaries indicate that in the event of war between the U. S. and the Soviet Union, the Socialist Workers Party would defend the latter.

c. [Deleted]

field office territory, the name and title of each Negro included in this total who maintains a national level position, and the name and title of each Negro included in this total who maintains a district level position above the status of "club chairman." Members of the Communist Party, USA, who are now carried as unidentified but who are known to be members of the Negro race should be included in the total number of Negroes.

When possible, totals should be broken down as to nationality, sex, employment, veterans, and membership in unions. Auxiliary offices which, due to lack of Communist Party activity in their divisions, have been authorized to submit data by quarterly letter should include membership figures in these letters to the Bureau and office of origin. These letters to be submitted by auxiliary offices prior to first day of month in which quarterly report is due. Office of origin responsible to obtain complete figures from its auxiliary offices.

- (b) In preparing estimates, best available informants and sources must be used. Include in cover pages of quarterly reports evaluation of degree of reliability of figures furnished by each source and of final figures submitted. Also include in cover pages total number of individuals positively identified as Communist Party members and total number of individuals tentatively identified as party members within the twelve-month period immediately preceding the submission of the quarterly report. In reporting membership figures, information from one source only is not acceptable unless facts are set forth demonstrating information from this source is the most accurate and most reliable information available.
  - (c) Explain in detail any increase or decrease in membership figures previously submitted. Where informants use such terms as "inactive" or "paper" members, their exact understanding of the meaning of the terms used and the number of individuals so described must be clearly explained. Full explanation must be made as to whether individuals so described are included in final membership figures submitted, together with reason for their inclusion or exclusion.
  - (d) Results of membership recruiting drives
  - (e) Make discreet efforts to ascertain results of annual national registration drives.
  - (f) To reduce indexing at the Bureau, each report should contain a statement in the cover pages that all persons named in the report as members of the Communist Party and who reside within the area covered by the reporting office are listed in the security index, or are informants or sources, with the exception of those listed. If any name is listed, a statement should be made as to whether the name has been previously furnished to the Bureau for indexing. The status of the investigation of any listed individual should be shown.
- (3) Funds (Bureau file 100-3-63)
- (a) Income and expenditures
  - (b) Plans and results of fund drives including:
    - I. Total amount sought by the state Communist Party organization.
    - II. Specific amount to be contributed by the state organization to the national committee fund drive
    - III. Specific amount to be contributed by the state organization to [the party] fund drive
    - IV. Specific amount to be retained by the state organization after contributing to the national committee and [the party] fund drives for use in the state organization's own operations



- (c) Large contributions by known party groups or front organizations
- (d) Identity of any new party "angels"
- (e) Distribution of funds not sent to Communist Party headquarters, such as funds in safe-deposit boxes, separate bank accounts, etc.
- (f) Any special padding of expense accounts by Communist Party functionaries should be reported.
- (g) Possible violations of state or Federal tax laws.
- (h) Disbursements and collections of the "Reserve Fund"
- (i) Receipt of any money from abroad
- (4) Security measures (Bureau file 100-3-84)  
Any activities on the part of the security commission of the district which bring about new or unusual security measures, such as reducing clubs to "group captain systems," destruction of records, use of codes, clandestine meetings, investigations by the party of party members, etc.
- (5) Underground operations (Bureau file 100-3-94)  
Pertinent general information suitable for dissemination relating to underground operations of Communist Party. No information should be included in quarterly reports which would jeopardize informants or special investigative techniques. Current investigations relating to expanded underground operations during period 1951-1955 should be submitted by separate letter under individual case caption and should not be included in quarterly reports except for general information relating to methods of operation.
- (6) Factionalism (Bureau file 100-3-88)
  - (a) Submit pertinent information indicating that any ranking Communist Party members or group of members have developed views as "left-wing sectarianists" or "right-wing opportunists" inasmuch as the party has a policy of expelling members who develop such views.
  - (b) Unusual disputes or arguments between leading communists in any district should be included in this section.
- (7) International relations (Bureau file 100-3-81)
  - (a) Information relating to communication or contact between Communist Party, USA, and communist parties of other countries
  - (b) Identities of Communist Party officials who plan to travel in foreign countries, including the reason for their travel
  - (c) Reaction of responsible Communist Party officials to events taking place in foreign countries
  - (d) Communist Party strategy and tactics directed to attacks on U. S. foreign policy and support of U. S. S. R. and satellite foreign policy
  - (e) Policy matter concerning colonial affairs, such as Communist Party policy relative to obtaining of independence by colonial people
- (8) United Nations (Bureau file 100-3-80)
  - (a) Communist Party policy or pertinent information in connection with the United Nations, including such matters as infiltration of the United Nations, contacts by Communist Party officials with representatives to the United Nations
  - (b) Communist Party strategy and tactics directed toward attacking U. S. policy and/or to support U. S. S. R. or satellite policy in the United Nations
- (9) Deleted

4. Annual Communist Party, USA, organizational and membership survey. Each office is instructed to initiate by February 1 of each year a detailed and analytical survey of the organization and membership of the Communist Party in its territory, results to be forwarded to the Bureau by April 1. Set forth in detail the complete organizational structure of each Communist Party district or state organization including district and county committees, together with the identities of officers from the club through the district level. Identify each Communist Party club and section in the district, together with the identities of individual club members and most recent date each member was so identified. Where identification of an individual is tentative, this fact should be indicated by placing the word "tentative" after the individual's name. Note the informant coverage in each club, as well as on district and county committees, by setting forth the symbol numbers of the informants. In those instances in which no informant coverage exists in a particular club or on a district or county committee, this fact should be noted. In addition, summarize the overall findings by setting forth the estimated Communist Party membership in the field office territory, together with the number of members who have been positively and tentatively identified as such within the immediately preceding 12-month period. Charts and maps should be used in setting forth the geographic distribution of the Communist Party whenever feasible. Offices which are auxiliary offices in investigation of a Communist Party district should furnish the required information to the office of origin for inclusion in its survey by March 15 of each year.

Following the organizational breakdown, each office should critically appraise its knowledge of the Communist Party organization within its division and set forth its comments and recommendations concerning investigative activity to be undertaken to eliminate any weaknesses detected. In those instances in which the disclosed weakness is that of lack of adequate informant coverage, advise in detail of the number of Bureau-approved potential security informants being developed in the particular area, as well as concrete plans to obtain additional informant coverage in the future.

Each survey should contain a statement that all persons identified as members of the Communist Party are listed in the security index, or are informants or sources. Any exceptions should be named and a statement made as to whether the name has previously been furnished to the Bureau for indexing. The status of the investigation of each person listed should be shown.

5. Communist Influence in Racial Matters, Internal Security - C (code name "CIRM"). Bufile 100-442529. Office of origin: New York.
  - a. Quarterly reports (to reach the Bureau by February 1, May 1, August 1, and November 1) should be submitted by each field office for the purpose of reporting, in a centralized manner, all available information bearing upon the communist influence in racial matters. Included should be information developed under the title of a variety of matters; such as CPUSA, Negro question, communist influence in racial matters; communist infiltration of various organizations, such as the Congress of Racial Equality, Student Nonviolent Coordinating Committee, and the like; investigations of subversive individuals active in the racial movement; investigations of communist fronts and other miscellaneous organizations; and racial disturbances and other racial matters investigated under the racial matter character. Information should be included in these quarterly reports, notwithstanding the fact that it will duplicate reporting in the other substantive matters referred to above. These reports shall be designed to precisely spell

out the full extent of the communist influence in racial matters. They should separate words and intentions from actions; mere participation from direct influence; and the bona fide communist from the mere "do-gooder." They should not include information concerning legitimate efforts in the racial movement where there is no communist taint.

- b. Information should be reported according to the following outline. All main headings denoted by Roman numerals must be accounted for. If there is no information to report under a particular main heading, the heading should appear, followed by a statement "No information developed."

## I. COMMUNIST STRATEGY

### (A) COMMUNIST PARTY, USA

- (1) Plans, strategy, party line, and the like made at national meetings, including expressions by national and other functionaries
- (2) Plans, etc., made at district and lower level meetings, including expressions by local leaders and rank-and-file members.
- (3) Plans, etc., as revealed in party publications and other propaganda media, such as written directives, press releases, and the like

Information under item 3 should be reported by the office covering the origin of the publications, such as the New York Office for ["The Daily World,"] "Political Affairs," and directives from party headquarters; San Francisco Office for "People's World"; etc. Party expressions, oral or written, when directly related to a specific event covered under II, should be included under II.

### (B) OTHER COMMUNIST GROUPS (Such as Socialist Workers Party, Progressive Labor Party, Workers World Party, and the like)

Under (B), report information under separate numbered subheadings for each organization. Report here information generally along the same lines as for (A) above.

## II. COMMUNIST TACTICS

In this part report information on communist direction and influence of and participation in racial demonstrations, disturbances, drives, boycotts, and any other similar activities with racial overtones. This part will illustrate how communist activities attempt to exploit racial situations and expand communist influence, thus furthering communist objectives. List activities in chronological order with lettered subheadings, such as:

- (A) DEMONSTRATION, CLEVELAND, OHIO, [1-10-68]
- (B) STORE BOYCOTT, YOUNGSTOWN, OHIO, [3-6-68]

Under each subheading include such information as nature of event; sponsoring and participating groups; total participants; number and identities of subversives involved; specifics as to whether subversives directed, controlled, instigated, or merely participated; whether violence resulted and, if so, whether subversives involved; arrests of subversives and court disposition; and any other information believed pertinent to the overall picture of communist influence. Efforts by supporting groups to avoid communist involvement should also be reported. If a particular event had no communist involvement, it should, of course, not be included in the report.

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(D) When the office of origin for a security index [or reserve index A] subject against whose identification record a notice has been placed is changed, form FD-128[or FD-128a,] submitted to change office of origin, should[show]that a security flash notice has been posted with the Identification Division. An extra copy of the form FD-128[or FD-128a ] should be specifically sent to the Identification Division in order that its records will[show]the new office of origin to which future records will be[submitted.]

(E) Cancel a security flash notice when (1) it is learned that the subject of such is deceased or (2) such subject is determined to be no longer of security interest. Do not cancel the security flash notice when a subject is removed from the security index solely by application of the security index criteria.

## SECTION 87. SECURITY INVESTIGATION

## (j) Physical description

- I. Obtain and report a detailed physical description.
- II. During the course of the initial investigation in any security-type case, including espionage and nationalistic tendency cases, the physical characteristics and description of the subject shall be determined or verified by personal observation. It is not necessary to observe personally the subject of any case where preliminary investigation determines the basis for opening the case is unfounded.
- III. The subject should be personally observed, if possible, early in the investigation after it is determined that a complete investigation is warranted to develop the extent of a subject's subversive activities and to consider whether the subject's name should be added to the security index. This action should be taken in the course of developing background information to determine the true identity and existence of the subject and to assist in establishing that the subject of the investigation is the person against whom the subversive allegations have been made. Each subject should be personally observed whenever a complete security investigation is conducted even though a security index card is not being recommended at the completion of the investigation.
- IV. Do not delay the submission of form FD-122 recommending the addition of a subject's name to the security index even though it has not been possible to observe personally the subject if it has been determined through investigation that the subject is dangerous or potentially dangerous.
- V. If a security index card is not being recommended after all logical investigation has been conducted and it has not been possible to observe personally the subject during the investigation, the case may be closed even though this has not been done. If a security index card has been recommended and prepared and it has not been possible to personally observe the subject, the case shall remain open until such time as the subject is personally observed, except when it has been determined that the subject is residing outside the U. S. or Puerto Rico, in which event the case may be closed if there is no other pending investigation and the matter should be followed administratively to be certain that the subject is personally observed upon his return to this country.

## (k) Photograph

- I. Reasonable efforts should be made during the investigation of a security subject to obtain a photograph of the subject through usual sources.
- II. Cases on security index subjects are to be maintained in a pending status until such time as a suitable photograph is obtained unless circumstances dictate otherwise, in which case the Bureau should be advised. Once a photograph has been obtained, continue to be alert for the existence of more recent photographs which may become available.
- III. Do not forward a copy of the photograph to the Bureau unless the subject has been designated a top functionary.]

## (1) Handwriting specimens

- I. If, during the investigation of security matter cases, it is disclosed that samples of the subject's handwriting are readily available, obtain specimens for possible future use and maintain in the file in the field.
- II. A case is not to be left in a pending status merely for the purpose of obtaining handwriting specimens.

## III. [Deleted]

## (m) Labor union membership

If the subject is being investigated because of Communist Party membership, ascertain the identity of any labor organization of which he is a member and what position he holds in the labor organization, if any.

## (2) Subversive activity

## (a) Membership or affiliation

Obtain admissible and convincing evidence that the subject is a member of, or affiliated with, one of the basic revolutionary organizations and/or front organizations wherever possible. Such evidence may be either direct or circumstantial, or both. It is not possible to list the innumerable and varied forms in which such evidence may be found. Some of the more common types are:

- I. Oral or written statements or admissions of the subject made publicly or privately to other individuals
- II. Statements of confidential informants and other persons who are in a position to know the facts and can testify to them
- III. Official letterheads and documents of subversive organizations containing information which identifies the subjects with the organizations. This will include membership and dues records wherever obtainable.
- IV. Selective service records in which the subject admits membership in or position with a subversive organization
- V. Attendance at closed meetings and conventions of a subversive organization
- VI. Letters to publications, public officials, or other persons signed by the subject in an official position with a subversive organization or wherein the subject admits membership in or adherence to the principles of a subversive organization
- VII. Recruitment or attempt to recruit members for a subversive organization
- VIII. Solicitations or contributions of funds for subversive organization
- IX. Seeking public office as a candidate for a subversive organization
- X. Association with other individuals who are known to be members of or affiliated with subversive organizations

With regard to the question of membership, attention is directed to section 87H of this manual relating to the provisions of the Communist Control Act of 1954. This act sets out a list of 14 criteria itemized in 87H 2, which should be considered "in determining membership or participation in the Communist Party or any other organization defined in this Act, or knowledge of the purpose or objective of such party or organization...." These criteria include, e.g., listing as a member in organization records, contributions to the organization, and acceptance of organization discipline.

## (b) Knowledge of aims and purposes

Admissible and convincing evidence that the subject knows the aims and purposes of the subversive organizations to overthrow the Government by force and violence should also be obtained. Mere proof of membership in or affiliation with such an organization is not sufficient to prove such knowledge.

Proof that the subject has such knowledge of the revolutionary purposes of the organization may be existent in several forms, several of which are discussed below:

I. Direct admissible evidence, such as statements made by the subject, or by responsible officials of the subversive organization in the subject's presence at organizational classes or meetings expounding the organization's doctrine in which the necessity or advisability of using force or violence in the overthrow of the Government is asserted, should be obtained, if at all possible.

Occasionally, statements of this nature are available in the subject's writings, sometimes in an indirect or veiled form.

- II. Length of time in a subversive organization
- III. Official positions held in the organization especially in educational, propaganda, or policy-making capacities
- IV. Charter membership in the organization, participation in the original establishment of the organization
- V. Extensive and long-continued participation in various organizational activities
- VI. Attendance or teaching at organization schools or classes, especially leadership classes
- VII. Preparation or distribution of party propaganda
- VIII. Recruiting and fund-raising activities
- IX. Possession of Marxist or revolutionary literature
- X. Urging others to read literature of a revolutionary character, etc.

While none of the above types of evidence may be of sufficient value alone, a combination of a number of them may constitute convincing proof.

It should be remembered that the revolutionary purposes of a subversive organization are frequently cloaked in veiled language or in language significant only to persons familiar with Marxist or revolutionary terminology. Such obscure statements should not be ignored, but should be fully reported as it may be possible in legal proceedings to bring out the significance of such statements through expert witnesses, the testimony of informants, or the introduction of literature clarifying them. Confidential informants and other sources should be carefully interrogated and files thoroughly reviewed for the purpose of developing all revolutionary statements. In such instances, complete details should be obtained, together with all corroborating evidence. The names of all persons present when such statements are made should be ascertained and the facts reported in the individual case file of the person making the statement and of all persons present when the statement was made. The circumstances under which the statement was made should, of course, be ascertained and reported.

(c) Position and importance

- I. Information reflecting the importance of an individual to a subversive organization or movement should be fully developed and reported. The member or affiliate may be dangerous or important because of his position, influence or activities outside the organization, or both. The facts in this regard should be fully developed. The individual may hold an important and strategic position or exercise great influence in a labor organization or other mass organization; in a racial, nationality, youth or other group; in an important front organization; in radio, newspaper, motion picture or other cultural,

During the first contact, the interviewing Agent will introduce himself as a Special Agent of the FBI by use of credentials or badge and will open the conversation by using an appropriate pretext or by reciting the Bureau's responsibilities in the security field and asking the subject whether he can be of assistance to the Government. If the individual has been a member of a basic revolutionary organization and indicates he might cooperate, he may be questioned during the initial contact about his own activities in order to further ascertain the extent to which he will cooperate. This original interview is for the sole purpose of allowing the Agent to determine whether the individual being interviewed might be cooperative.

(e) Prior Bureau authority

- I. Subjects of active current investigations where no interview with prior Bureau authority has previously been conducted
  - II. Closed cases where the subject is on the security index and no prior interview has been conducted
  - III. Subjects of investigations requested by the Bureau, both open and closed, such as applicant-type cases, loyalty cases, etc.
  - IV. Any persons where circumstances indicate a delicate situation exists and a greater than usual risk is involved, such as individuals employed in the newspaper field, educational field, radio and television industry, religious field, publishing houses, labor leaders, and the like. Bureau authority must be requested with respect to situations of this kind even though prior interviews have been had with these interviewees.
  - V. Security subjects who have publicly disclosed previous contacts
  - VI. Subjects of section A reserve index cards
- In any of the above cases, no report need be submitted when requesting Bureau authority to interview a subject of a security investigation except those persons under IV above. This does not relieve you of the responsibility of submitting reports in security cases when due.
- VII. The request for Bureau authority for the interview should be set forth in the first paragraph of the letter and unless you are recommending a special manner or procedure for conducting the interview, the first paragraph should contain the following statements:

"Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If this subject is cooperative, no affirmative steps will be taken during the initial interview to direct his activities and complete background investigation required by section 107C of the Manual of Instructions will be conducted and Bureau will be requested to authorize recontact with subject as a PSI."

Form FD-336 contains the above statement and may be used in requesting Bureau authority for the interview.

The above statement in no way precludes interviewing Agents during initial contacts and recontacts from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potentialities as an informant.

# SECTION 87. SECURITY INVESTIGATIONS

- VIII. Letters requesting Bureau authority for the interview must contain the following information, if available:
- (A) Residence address, occupation, employment and race of subject, date and place of birth, citizenship, and status of health
  - (B) Marital status. If married, the occupation, employment, and race of the spouse.
  - (C) Length of time subject a member of or affiliated with subversive organizations and positions he held in such organizations. In cases in which investigation is based on some allegation or circumstances of a security nature other than membership in or affiliation with subversive organizations, facts upon which investigation is predicated should be briefly set forth.
  - (D) If married, information indicating the spouse is or has been a member of or affiliated with subversive groups, the position held in such groups, and the length of time of such membership or affiliation
  - (E) Membership or affiliation of any other close relatives in subversive groups
  - (F) Information regarding defection, expulsion, inactivity, and present sympathies of the subject and, if married, of the spouse
  - (G) What is expected to be gained by the interview
- IX. In each letter, pertinent information, if available, regarding the seven items listed above must be set out under the appropriate number but the above headings need not be restated. If no pertinent data is available regarding any of the items, you should make the appropriate comment under the respective number.
- X. All letters requesting Bureau authority to interview the subject of a security investigation must be personally approved by the SAC.
- XI. One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When unnecessary for Bureau to issue specific instructions or comments in connection with authorizing an interview, the Bureau will approve the request by placing an appropriate rubber-stamp impression on the single-page copy of the incoming letter and return it by routing slip.
- XII. Upon receipt of Bureau authority, the interview must be conducted within [45] days. If this is impossible, advise Bureau of the reasons why the interview was not effected and state that the subject will be contacted within the next [45] days. At the end of the second [45-day] period if the interview has not been conducted, request additional authority. Include in the letters any new information bearing upon the advisability of conducting the interview.
- (f) Preparations for and conduct of interviews
- I. Interviews must be conducted by two Special Agents. An Agent experienced in security investigations who has knowledge of Bureau regulations regarding development of informants must conduct the actual interrogation. Approach need not be made by both Agents at the same time and one Agent may observe from a secure distance. Background of subject and individual circumstances will determine exactly how approach should be handled in each case. Two Agents should be physically present during any interview or contact with known or suspected Nation of Islam members in all types of Bureau cases.
  - II. Preparations for interview must be thorough and conducted so that interviewing Agents will not be compromised, the Bureau will not be embarrassed, and confidential informants will not be exposed.

- XI. Inform subjects connected with labor unions that the Bureau is not interested in employee-employer relations and is concerned only with obtaining information on infiltration of labor unions by subversive elements.
- XII. Furnish no information and make no statements to a person being interviewed which might later be used to embarrass the Bureau. Agents should not allow themselves to be interviewed by the interviewee or to be placed in a position of answering questions instead of asking them.
- XIII. Terminate immediately an interview if the subject proves to be hostile or uncooperative on initial contact.
- XIV. Exploit a subject's knowledge to the utmost if he is found to be willing to furnish information of value.
- XV. Questions asked of a subject being interviewed should be so worded as to require an admission or denial of all pertinent items of subversive information developed during prior investigation unless to do so would expose investigative techniques or security informants.
- XVI. A cordial and friendly attitude alone on the part of a subject should not be construed as evidence of cooperation insofar as potential dangerousness is concerned when he fails to admit or furnish substantially the same subversive information verified through previous investigation.
- XVII. Inform the subject that we are interested in interviewing him in great detail and arrange to conduct the interviews over as extended a period of time as necessary to develop the matter fully. Conduct necessary investigation or research to verify or add to what is being developed on interview. Request information from other offices or the Bureau to assist in the interview if needed.
- XVIII. Reduce information obtained to a signed statement if subject willing that this be done.
- XIX. Determine willingness to testify to information furnished in possible future Federal proceedings.
- XX. Consider possibility of developing these individuals as informants. If possibility is apparent, pursue matter with view to establishing subject as a reliable source in the subversive movement with which he has been connected.
- XXI. When no information is developed during the course of an interview which would affect a subject's status, submit the results thereof in letter form immediately following the interview and also in the next report submitted in the case. At least one report will be submitted in each case in which a subject is interviewed with Bureau authority. In the case of an individual employed in or holding a sensitive position enumerated in 87D 6b (7) (e) IV above, the results of all interviews must be submitted promptly in report form until such time as he begins to cooperate as a security informant or a source.
- XXII. Report information regarding the subject's admissions of his own subversive activities and associations and set forth a statement to the effect that he did or did not furnish information regarding subversive activities of others.
- XXIII. Report statements of denial regarding subject's subversive activities developed through prior investigation and follow by a brief summary statement of the past subversive activity which is being denied by the subject.

XXIV. Letter transmitting results of an interview must contain:

- (A) A definite statement or conclusion of interviewing Agents as to cooperativeness of subject
- (B) Whether information furnished by him coincides substantially with information developed against him
- (C) Reasons for the conclusions
- (D) Statement as to subject's availability as a potential witness and evaluation of subject's potential as an informant or confidential source
- (E) Further contacts contemplated
- (F) Recommendation that the security index card be canceled when it is determined from statements furnished by a security index subject regarding his subversive activities and associates, considered with other known information and factors, that the subject is no longer to be considered dangerous to the internal security in time of an emergency

XXV. The above instructions shall not preclude immediate interview of subject of a security-type investigation who contacts a Bureau representative and expresses a desire to furnish information concerning subversive activities. They do not apply to an interview of a person once he is an established informant or confidential source.

XXVI. Reinterviews with security index subjects should be considered on a systematic basis. This may be done by considering a recontact immediately prior to the time when it is necessary to submit [a periodic] report. In security index cases in which reports are submitted more frequently than once a year, the interview should be considered at least once a year. In all cases in which subjects have been interviewed in the past with Bureau authority and no reinterview is conducted prior to the submission of the [periodic] report, the cover page(s) accompanying report should [show] why a reinterview was not conducted. Results of reinterviews should be submitted in report form.

(g) Maintenance of file on defected subjects

- I. A dead file should be maintained for reference purposes in those offices having sufficient volume of security work to justify such action.
- II. Copies of memoranda designated for individual case files should be routed to this file. Such memoranda to contain:
  - (A) The background of the defector
  - (B) Type of information he may furnish
  - (C) Period covered by this data



## IV. Changes, additions, and deletion of data appearing in section A of reserve index cards

- (A) Changes in data appearing on section A reserve index cards should be submitted to the Bureau by form FD-122a.
- (B) Deletions from section A of the reserve index [shall] be recommended by letter. The letter should set forth the basis for the recommendation.
- (C) Changes in office of origin are to be handled by submission of form FD-128a. Forward section A cards to new office of origin.

## (b) Section B

- I. This section is to contain the names of all other individuals included in the reserve index. This section is to be maintained only in the field office. The file of a reserve index B subject should be reviewed whenever informant information or other information is channeled to the file. A determination should be made at that time as to whether additional investigation is warranted.
- II. Changes in office of origin are to be handled by submission of form FD-128a. Forward section B cards to new office of origin.

- (b) Where potential dangerousness of a subject has been established and inclusion of that subject in security index is warranted, the office of origin shall submit a recommendation for inclusion in security index by submitting form FD-122 to Bureau. Form must be prepared in triplicate. Original and one copy shall be forwarded to Bureau and one copy will be placed in subject's investigative case file.

Nothing should appear on FD-122 or subsequently on the security index card which is not in the subject's case file. Form FD-122 has two uses: (1) to recommend a subject for inclusion in the security index and (2) to submit changes to data which appears on face of security index cards already existent.

Proper selection should be made in the opening paragraph option. FD-122 is submitted with abstract when used to recommend the subject for inclusion in the security index and without abstract when used to indicate additions, deletions, or changes in data appearing on existing cards.

- (c) When form FD-122 is submitted to Bureau recommending inclusion of a name in security index, attach additional page or pages setting out a succinct summary of facts on which recommendation has been based. Facts must be in detail to clearly show soundness of recommendation. [Complete justification for designated priority level for apprehension must be included.] Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must contain pertinent dates of subject's activities.
- (d) When, at conclusion of investigation, subject's name is not being recommended for security index, set out a brief summary statement in the appropriate communication closing the case showing reasons for the decision.
- (e) Security index cards shall be recommended by and maintained by office of origin only.
- (f) A current report must be in possession of the Bureau when subject is recommended for security index. If it is the initial report in the case, it must be a summary report. If, however, prior investigative reports have been submitted which are suitable for dissemination and are appropriately documented, a summary report need not be submitted.
- (g) To assure that subject recommended for security index will receive proper attention, case shall be kept in pending or pending-inactive status until security index card has been received from Bureau and filed in office security index. If case continues in pending status because of outstanding investigation, reports shall carry a lead to follow authorization of security index card by the Bureau and if approved to disseminate a copy of the report to Secret Service in addition to other leads. If outstanding investigation has been completed and case would otherwise be closed upon submission of the report and form FD-122, case shall be placed in pending-inactive status with lead to follow authorization of security index card by Bureau and if approved to disseminate the copy of the report to Secret Service. In latter instance, upon receipt of security index card and following local dissemination to Secret Service, case may be closed administratively.
- (h) Recommendation for security index card should not be delayed because of absence of information concerning race, sex, citizenship, date and place of birth, or description where security index card is warranted. In such instances, recommendation for the card should be submitted with current report and case retained in pending status with investigation continuing to determine missing items of information.

- (i) Subjects missing or out of country may be recommended for the security index provided instructions set forth in 87D 6b (3) and (4) are followed. Forms FD-122 submitted on subjects should include data required in 87D 7b (6) (b) IV below.
- (j) When form FD-122 is submitted recommending a security index card be prepared on a subject who is of Chinese extraction, the words "Other - Chinese" must be included in the space on the form calling for a statement as to the subject's race. When form FD-122 is submitted recommending that a security index card be prepared on a person who is not of Chinese extraction but who has shown definite sympathies with Communist China, the form should include under "Miscellaneous" a statement to the effect "sympathetic to Communist China."
- (k) Upon receipt of form FD-122 at Bureau, the case of the subject will be reviewed and if recommendation of field is concurred in, security index cards will be prepared. Duplicate copy of form will be returned to office of origin stamped "Security Index card approved and prepared, three copies attached." Place description and photograph on reverse side of Geographical card. Cards should be filed in your "Security Index." The three cards shall be filed in security index as outlined below. The returned copy of FD-122 shall be placed in subject's main investigative case file. Offices with a geographical breakdown by residence and employment will receive an extra card.
- (1) When security index cards are received from Bureau, data thereon must be checked for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards of similar size to security index cards which are stapled to back of two of the cards. One card will then be filed in the geographical section of office security index (except special section cards and unavailable section cards - see 87D 7b (6) (b) III and IV below); and one card shall be filed in the duplicate security index maintained away from headquarters city. The other card is filed in alphabetical section of security index. No information shall be permanently added, deleted, or changed on face of security index card without complying with instructions set forth below under 87D 7b (8).
- (5) Content and appearance of security index card
- (a) Data to appear on face of card
- When complete, face of security index card should contain the following information. If any of items enumerated in I through XIV are missing at time the security index card is made, the case should be continued as pending and investigation conducted to obtain the necessary information. Set forth under each item below are possible categories in which subject may be classified, together with code letters which should be placed in appropriate space on form FD-122 when sending form to Bureau recommending security index card be prepared. Code letters should subsequently appear on security index cards received from Bureau.
- I. Name and aliases
- The full and correct name and aliases of the subject must be contained on the security index card. When the true name of a subject or any aliases are changed, added, deleted, or are found to be incorrect, form FD-122 must be submitted showing the correct data to be placed on the security index card.
- II. Race
- |                     |   |
|---------------------|---|
| White and Caucasian | W |
| Negro               | N |
| Chinese             | C |
| Others              | O |
- (All others including Orientals (except Chinese), American Indians, etc.)

- III. Sex  
Male M  
Female F
- IV. Citizenship  
Native born NB  
Naturalized NA  
Alien AL  
(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)
- V. Organizational affiliation or nationalistic tendency  
Communist Party, USA COM  
Progressive Labor Party PLP  
Socialist Workers Party SWP  
Johnson-Forest Group JFG  
American Socialist Clubs ASC  
Nationalist groups  
advocating independence  
for Puerto Rico PRN  
Proletarian Party of America PPA  
Students for a Democratic Society SDS  
Spartacist League SPL  
[American Workers' Communist Party AWC]  
Workers World Party WWP  
Anarchist ANA  
Nation of Islam NOI  
Revolutionary Action Movement RAM  
Student Nonviolent Coordinating Committee SNC  
Black Nationalist BNT  
Bulgarian BUL  
Cuban CUB  
Czechoslovakian CZE  
Hungarian HUN  
Romanian ROM  
Russian RUS  
Yugoslavian YUG
- VI. [Priority designation  
Priority I P I  
Priority II P II  
Priority III P III]
- VII. Top functionary designation (where applicable)  
Top functionary TF
- VIII. Special section cards  
Atomic energy program  
employees AEP  
Cuban special section CUB  
Espionage subjects ESP  
Foreign government employees FGE  
Pro-Tito subjects YUG  
United Nations employees UNE  
U. S. Government employees GOV
- IX. Unavailable section cards  
Missing MI  
Out of country OC  
Imprisoned PR
- X. Date and place of birth
- XI. Key facility geographical reference number obtained from the Department of Defense Key Facilities List and abbreviation denoting the agency having security responsibility for the key facility (where applicable)
- XII. Residence address
- XIII. Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.
- XIV. Field office file number

## (b) Data to appear on separate attached card

I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.

- (A) Complete description
- (B) Notation that security index flash notice has been submitted for posting in Identification Division
- (C) Photograph, with date taken placed below. This photograph is to be the most current or best likeness of subject.
- (D) Dangerous characteristics of subject, including notation if subject possesses firearms
- (E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special, and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

## (6) Arrangement of the security index

## (a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The 5- by 8-inch security index cards are printed by [automatic data processing] and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

unequivocal regardless of Yugoslavia's foreign policies.

(G) Cuban

In order that, in the event of an emergency involving Cuba and the U. S., special handling may be afforded those subjects whose organizational affiliation or nationalistic tendencies are shown as "Cuban." Security index cards denoting such will contain the code "CUB" on line 1.

Standards for inclusion of subjects in the special section of the security index are the same as those for any other potentially dangerous subject.

When submitting a recommendation for preparation of a security index card on an individual falling in one of the above categories, form FD-122 must include the words "Special Section" typed in the upper right portion thereof. The proper category should be typed on FD-122 in the space provided behind the words "MISCELLANEOUS (Specify)."

Security index cards to be placed in the special section shall bear the appropriate code letters in the upper right portion designating the subsection in which the cards should be placed. Upon receipt from the Bureau of the three security index cards of subjects in these categories, the required additional data shall be placed on two which shall be filed alphabetically in the appropriate subsection of the special section. The third card shall be filed in the alphabetical section of the security index. Under no circumstances should special section security index cards be filed in the geographical section of the index.

When a security index subject whose card is maintained in the special section no longer comes within one of the categories of the special section, FD-122 must be submitted with the words "Remove from Special Section" typed in the space provided behind the words "MISCELLANEOUS (Specify)." If the card should be placed in the unavailable section, the statement "Place in Unavailable Section" should be added in this space. When the new cards are received from the Bureau, they should be checked for accuracy and the description and photograph, if available, should be placed on separate cards of similar size and attached to the back of two of the cards. These two cards should then be filed in the geographical or unavailable section (where applicable) and the other card filed in the alphabetical section of the security index. The old cards should be destroyed.

The special section card shall indicate the priority level for apprehension.]

It is not contemplated that subjects of security index cards maintained in the special section will be apprehended under a mass apprehension program. The cases of such subjects shall be given individual attention upon the inception of the apprehension program and the subjects will not be apprehended in the absence of specific Bureau instructions in each case.

IV. Unavailable section

Security index cards of individuals who are missing, out of the country, or are imprisoned shall be retained in the unavailable section. This section shall be broken down into three subsections headed by tabs marked "Missing,"

"Out of the Country," and "Imprisoned." The unavailable section shall be maintained in accordance with the following instructions:

(A) Missing subjects

Security index subjects are not to be included in the unavailable section as missing immediately upon determination that they are no longer located at their previously known places of residence or employment. The action required in 87D 6b (3) above must be taken prior to submitting FD-122 placing a subject in the unavailable section as a missing subject. The Bureau must be periodically advised of the investigative steps taken to locate missing security index subjects in accordance with 87D 6b (3).

If the subject is missing, the word "Missing" shall be typed in the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)."

(B) Subjects out of the country

The security index cards of subjects who are found to have departed from the U. S. or Puerto Rico for a foreign country shall be placed in this subsection of the unavailable section of the security index unless their cards should be cancelled in accordance with instructions set forth below under 87D 7b (10) (b).

If the subject is out of the country, the words "Out of the Country" shall be typed in the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)." If the foreign address is known, place it on FD-122 in the space provided for the residence address. If the subject is only known to be in a certain foreign country and his residence there is not known or is only known to be traveling abroad, include this information on FD-122. If the subject's current employment abroad is known, include it on FD-122.

The case of any security index subject who is out of the country must be followed at least each six months for verification of the subject's address, the same as any other security index case, to determine if the subject has returned to this country.

Appropriate stops should be placed with the Immigration and Naturalization Service to be advised of information which may become available to it indicating the subject's return to this country.

(C) Imprisoned subjects

The cards of security index subjects who are found to be imprisoned shall be placed in the unavailable section of the security index.

If the subject is in prison, the word "Imprisoned" shall be typed on the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)." The identity of the institution in which the subject is incarcerated shall be typed in the space provided for the residence address. The space for the business address shall be left blank.

should be completely filled out as if a first commendation is being made, and submitted with a current report. If not, the Bureau should be advised of the reasons for not reactivating his security index card. In either case, cancel the inactive card.

(7) Periodic verification of addresses

- (a) The data recorded on security index cards shall be in an up-to-date status at all times.
- (b) The whereabouts of all security index subjects should be known at all times. [The residence and business addresses of security index subjects in priority-I must be checked at least once each three months.] The residence and business addresses of all [other] security index subjects must be checked at least once each six months, except those imprisoned and those who were included in the security index because of disaffection for the U. S. (defection to a Sino-Soviet-bloc country, including Cuba since 10-1-60) (see section 105G, item 3, volume IV, of this manual). The residence and employment of those who were included in the security index because of disaffection for the U. S. must be verified every thirty days. The case of any security index subject who is out of the country must be followed at least each six months to determine if he has returned to this country.
- Perfect arrangements to be advised on a current basis of any indication that the subject is engaged in subversive activities, is exhibiting violent tendencies, or plans to change his residence or employment. Periodic checks to verify residence or business addresses may be made under appropriate pretext by telephone [once each six months for those individuals in priority I and once each year for all other subjects. Pretext means may be utilized during other periodic checks conducted either personally or through appropriate sources.]
- (c) The physical characteristics and description of each security index subject shall be determined or verified by personal observation and the individual case file of each security index subject shall show that this has been done. If a security index subject has not been personally observed previously, this should be done during the next verification of the subject's residence and/or business addresses.
- (d) Use form FD-154 in verifying addresses of security index subjects when its use will facilitate the checking of the addresses. When FD-154 is not used in verifying addresses, a notation must be made on the last FD-154, FD-122, or FD-128 in the subject's case file showing the subject's current residence and business addresses and the date such addresses were verified. This must be done to assure that the file will contain all information concerning the status of the case and that the file will come to the attention of the Agent or field supervisor to determine if additional action is warranted at the time of the verification of addresses. Each time that a security index subject's residence and employment are verified, the case must be reevaluated to assure that the subject is qualified for inclusion in the security index under the criteria for such inclusion. A notation to the effect that the case has been reviewed for this purpose shall be made in the file.
- (e) If it is determined that the residence or business address or both have been changed from those appearing on the security index card, FD-122 should be submitted to the Bureau with the current residence or business address shown thereon. In such instances, FD-122 should show only the changes to be made on the security index card. FD-122 should be accompanied by form FD-366 for dissemination to Secret Service. Secret Service should be advised locally by dissemination of FD-366.



- (f) The project of verifying addresses of security index subjects shall be handled by reopening and assigning the cases for verification and closing the cases administratively upon accomplishment of verifications. Verification should also be made at the time of submission of all [periodic] investigative reports and should be reported therein.
- (8) Changes, additions, and deletions of data appearing on security index cards
  - (a) Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, [priority designation,] date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility (see 87D 7c (2) below), residence or business address. Exception: Change office of origin by form FD-128.
  - (b) Insertion or removal of cards from special section or unavailable section should be handled pursuant to 87D 7b (6) (b) III or IV.
  - (c) Temporary handwritten notations may be made on existing security index cards pending receipt of corrected cards from Bureau.
  - (d) Indicate use of FD-122 for changes by checking proper opening paragraph and submit without abstract.
  - (e) Set out only items being changed, added, or deleted. If being deleted, specify "Delete."
  - (f) Upon receipt from Bureau of corrected security index cards with duplicate copy of FD-122 (stamped "Corrected Security Index cards attached. Substitute for cards in file and destroy old cards. Place photograph and description on reverse side of geographical cards."), action to be taken includes:
    - I. Check accuracy of data on cards.
    - II. Transfer separate cards with descriptive data and photograph from back of old geographical section cards to back of corrected cards, staple them, and file in geographical section. Exception: For special or unavailable section subjects, see 87D 7b (6) (b) III or IV above.
    - III. File third card in alphabetical section of security index.
    - IV. Destroy old cards.
- (9) Movement of subjects between offices and transfers of security index cards
  - (a) Subjects of security index cards
    - I. Requests to verify addresses of security index subjects from other offices must be assigned immediately and results of investigation to verify the new address must be transmitted to the office of origin within two weeks.
    - II. Office of origin, upon receipt of verification of address, should submit FD-128 immediately transferring office of origin. Forms regarding unavailable section subjects should be prepared in accordance with 87D 7b (6) (b) IV above.
    - III. Submit original and one copy of FD-128 to Bureau. Submit two copies thereof to office covering subject's new address, enclosing copies of all previous reports, other pertinent serials, photograph if available, and security index cards. FD-128 should show full title [and priority level designation.]
    - IV. Information concerning key facility employment of subject in new office should be furnished by that office to old office of origin so that geographical reference

new office, agency having security responsibility, and interested agencies can be included on FD-128 submitted by old office of origin.

- V. Where security index flash notice has been placed with Identification Division, notation to that effect must appear on FD-128 and extra copy of FD-128 must be specifically designated for Bureau marked "Attention Identification Division" so that those records will [show] new office controlling existing security index flash notice.

- VI. The old office of origin will submit current report.

Submission of FD-128 should not be delayed solely for preparation of reports when office of origin is to be changed, but notation should be made on FD-128 that old office of origin is preparing report.

Case will remain pending in both old and new offices of origin until report is submitted by old office of origin. The new office of origin is responsible to follow the matter until the report is submitted.

- VII. The new office of origin is to review the pertinent material received with FD-128, as well as pertinent information in the files of the new office, to determine whether additional investigation is warranted. If no additional investigation is warranted, advise Bureau by letter that the case is being placed in a closed status.

- VIII. Upon receipt of FD-128, office covering new address of subject will be office of origin with no other communication necessary in this regard. New office of origin will place its file number on security index cards received and place them in security index of that office.

- IX. Upon receipt of new security index cards from Bureau with copy of FD-128, new office of origin is to transfer information from reverse side of old geographical cards to two of the new cards, appropriately file new cards, and destroy old cards.

(b) Top functionaries

Mechanics of transferring cases for all security index subjects as described above shall apply to top functionaries. Additional procedures in [this category] are:

- I. Notification to Bureau of deletion of subject as top functionary in old office of origin will be handled merely by designation in space provided on FD-128 that subject was top functionary.

- II. Upon receipt of form FD-128, new office of origin shall automatically designate subject top functionary and continue case in an assigned pending status [until investigation is completed. After investigation is completed and a summary report has been submitted by the old office of origin, the case may be placed in a pending-inactive status.] Within three months, new office of origin is to conduct active investigation, submit investigative report on subject, and advise Bureau concerning continued designation of subject in [this category.]

transfer, agency having security responsibility, and interested agencies can be included on FD-128 submitted by old office of origin.

- V. Where security index flash notice has been placed with Identification Division, notation to that effect must appear on FD-128 and extra copy of FD-128 must be specifically designated for Bureau marked "Attention Identification Division" so that those records will [show] new office controlling existing security index flash notice.

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- I. Notification to Bureau of deletion of subject as top functionary in old office of origin will be handled merely by designation in space provided on FD-128 that subject was top functionary.

- II. Upon receipt of form FD-128, new office of origin shall automatically designate subject top functionary and continue case in an assigned pending status [until investigation is completed. After investigation is completed and a summary report has been submitted by the old office of origin, the case may be placed in a pending-inactive status.] Within three months, new office of origin is to conduct active investigation, submit investigative report on subject, and advise Bureau concerning continued designation of subject in [this category.]

- (c) Subjects tabbed for [priority]  
Security index card shall continue to be tabbed for priority apprehension in new office of origin until such time as it is determined by receipt of information by that office that priority designation is not warranted under the provisions of 87D 7b (11) below.
- (d) Subjects not included in security index
  - I. Transfer office of origin by FD-128 only upon verification by another office of subject's presence in that division. FD-128 should show full title.
  - II. Enclose copies of all investigative reports and other pertinent serials with copies of FD-128 to new office of origin.
  - III. New office of origin is to investigate or advise Bureau that case closed if no action warranted
- (10) Cancellation and removal of cards from active security index  
SAC shall personally recommend the removal of any name from the security index under the conditions set out in 87D 7b (4). Recommendation to cancel subject's name from the security index should be accompanied by a current investigative report except in case of death of the subject.
  - (a) Death of subject  
Destroy security index card without Bureau authority, but advise Bureau by letterhead memorandum.
  - (b) Permanent departure from the Bureau's jurisdiction  
Upon learning of the departure of a security index subject from the U. S. or Puerto Rico for a foreign country, immediately ascertain conditions surrounding his departure.

No security index card shall be canceled by reason of a subject's departure for a foreign country unless that subject is an alien who has permanently departed either voluntarily or as a result of deportation proceedings. In such instances the security index cards will be canceled only after the subject's departure has been verified as being permanent. If a U. S. citizen who is included in the security index and who has been out of the country is found to have renounced his citizenship and taken citizenship of a foreign country, his security index card may be canceled only after it has been determined that he does not intend to return to the U. S..

Recommendations to cancel the security index cards of such subjects shall be made by letter directed to the Bureau. The cards shall be canceled only after receipt of advice from the Bureau that the Bureau's security index cards have been canceled.

- (c) Imprisonment of subject  
Security index cards shall not be canceled by reason of a subject's having been imprisoned regardless of the length of time he will be incarcerated. The cards of such subjects shall be placed in the unavailable section of the security index and the cases handled thereafter in accordance with the instructions set forth in 87D 7b (6) (b) IV above.
- (d) Induction of subject into the armed forces  
Security index cards of subjects who have been inducted into the armed forces of the U. S. are to be placed in the inactive section of the field security index. Follow the procedure set forth above under 87D 7b (6) (b) (V).
- (e) Security informants  
The security index card of any subject who is developed as a security informant should be canceled. In requesting the Bureau's permission to designate such a subject as a security informant, direct Bureau's

attention to the existence of a security index card for the individual. In all such instances a specific recommendation must be made concerning the cancellation of the card. The card may be destroyed upon receipt of Bureau authority to designate the subject as a security informant.

- (f) Subject no longer dangerous or potentially dangerous. Instructions set out below should be read in conjunction with 87D 6b (7) (c) herein relating to interviews with security index subjects.

Frequently, after a subject is included in the security index, information is received or investigation develops information indicating that he is no longer a threat to the internal security by reason of [physical condition,] defection or expulsion from the subversive movement, membership in or affiliation with which was the reason for placing him in the security index. Such defection may be shown by lack of activity and obvious disinterest over an extended period of time or upon declaration of opposition to the principles of the subversive movement. The latter may manifest itself in declarations by a subject in the presence of confidential informants or other sources, statements to the press, or actual contact with Bureau representatives and admission of previous subversive activity.

When sufficient information is at hand regarding subject's present sympathies to reach conclusion that he should no longer be scheduled for apprehension as a dangerous subversive, request authority to interview subject or advise Bureau of reasons why subject should not be interviewed. Bureau will not cancel security index card without consideration being given to interview of subject. See 87D 6b (7) (c) and (d).

If, upon interview, subject proves cooperative to extent that his security index card should be canceled, advise Bureau by letter of results together with a recommendation for cancellation which must be approved by Bureau.

- (g) Subjects removed from security index solely upon basis of application of security index criteria, with no affirmative indication of defection

As security index cases are reviewed upon reopening in the field, there will be instances in which removal will be required by application of the security index criteria set out in 87D 7b (3). With the passage of time, limits specified in criteria will operate to remove certain subjects even though there is no affirmative indication of defection.

Letters recommending removal of a subject's name from the security index should be accompanied by form FD-122a if facts in the case warrant the inclusion of subject's name in section A of the reserve index.

The following procedures should be followed in the case of those individuals not being recommended for inclusion in section A of the reserve index:

- I. When subjects are removed from security index solely on basis of application of security index criteria as cases are reopened and reviewed in the field, retain security index cards pertaining to such subjects bearing the descriptive matter on reverse sides; i.e., the cards previously filed in geographical, special, or unavailable sections. Destroy cards previously filed in alphabetical section. Those offices maintaining two sets of geographical cards under provisions of 87D 7b (6) (b) I should retain but one card in each instance, destroying second geographical card as well as card previously filed in alphabetical section.

- II. Mark canceled across face of each card being retained and file in the reserve index, section B.
- III. The above instructions do not apply in the case of individuals removed from the security index based upon activity in the Nation of Islam. Security index cards in such cases should be destroyed.

(h) Subjects of Chinese extraction

In any communication recommending cancellation of a security index card on a subject of Chinese extraction, such communication must contain the words "Other - Chinese." This regulation relates specifically to those subjects placed on the security index following a recommendation submitted in accordance with the instructions contained in section 87D 7b (4) (j) above.

(11) Priority apprehension program

(a) Purpose

Many individuals included in security index because of their training, violent tendencies, or prominence in subversive activity are extremely dangerous and would be more inclined to commit or capable of committing overt acts against the U. S. in time of national emergency than would others in security index. Degree of dangerousness of such individuals is so pronounced that in interest of security they must be immobilized in the least possible time prior to others in security index.

Individuals in security index tabbed [priority I and/or priority II] would be arrested first in event of a limited but grave emergency, probably without the arrest of other security index subjects.

In an all-out emergency, all subjects whose names are in the security index will be considered for immediate apprehension.

Each individual case should stand on its own merits and decision to consider subjects for priority of apprehension should be based on subject's subversive activities and revolutionary tendencies.

(b) Subjects to be tabbed [priority]

- I. Each security index subject should be considered for [priority I] tabbing who falls within one or more of following categories:

[(A)] All top functionaries

[(B)] All individuals considered to be hard core national and state basic revolutionary organization leaders and those leaders of other subversive organizations and unorganized groups and individuals who have indicated a propensity for violence and/or have received special training in sabotage, espionage, and/or guerrilla warfare. Examples of activities of individuals who should be included in this priority are as follows:]

- [i.] Activity as organizers or leaders in the organization
- [ii.] Special training at Lenin School or Far Eastern Institute in Moscow
- [iii.] Experience as picket captains, strong-arm men, or active participation in violent strikes, riots, or demonstrations
- [iv.] Violent statements or strong revolutionary tendencies as shown by their activities

- [v.] Persons active in the Communist[Party or other organization underground apparatus]
- [vi.] Any other security index subject whose activities, past or present, regardless of membership in a revolutionary organization, clearly and unmistakably depict the individual as a potential saboteur, espionage agent, or disruptionist in the event of an emergency
- [(C) Individuals employed in or having access to key and/or defense facilities
- II. Security index subjects considered for priority II
  - (A) All individuals who are considered to be of second level leadership of basic revolutionary organizations and other subversive organizations and individuals who present a significant threat but are in less influential positions than those in priority I
- III. All other individuals on the security index will be tabbed priority III.]
- (c) Recommendations for and removal of[priority]designation
  - I. Approval of SAC
    - Designation of each subject[as to priority]or removal of any subject therefrom must be personally approved by SAC, or in offices having more than 1,000 security index subjects by SAC, ASAC, or Bureau-approved security supervisor.
  - II. When form FD-122 is submitted recommending either tabbing for[priority]or deletion of such tabbing, attach an additional page setting out a brief summary of facts upon which the recommendation is based.
- (d) Administrative procedures for handling[priority]program
  - Take following action to assure that security index cards for subjects tabbed for priority of apprehension will be readily available for emergency action in your office:
    - I. [Deleted]
    - II. Geographical section
      - Divide geographical section of security index into[three] distinct parts.
        - (A) Part I of geographical section shall include only security index cards for subjects who are tabbed [priority I.]
        - (B) Part II of geographical section shall contain security index cards for all subjects that are tabbed priority II.]
        - (C) [Part III of geographical section should contain security index cards for all subjects who are tabbed priority III.]
      - [(D)] In offices having two separate and distinct geographical sections, i.e., geographical-employment and geographical-residence, as provided under 87D 7b (6) herein, each such geographical section must be broken into[parts I, II, and III.]
      - [(E) Priority cards will be the following colors:
        - priority I - beige, priority II - green, priority III - white]
    - III. Alphabetical section
      - (A) One security index card for each subject is to be filed in alphabetical section in strict alphabetical order with no other breakdown whatsoever.
      - (B) [Deleted]
      - (C) [Priority]tabbings approved at Bureau will be shown on security index cards forwarded to field by code letters["P I," "P II," or "P III"]in first line on [the]cards.

## IV. [Deleted]

## (e) General

## I. Tabbing of cards

The alphabetical security index cards on those individuals designated as "Pro-Cuban" should be tabbed with a metal tab.

## II. Removal from [priority I and priority II]

Careful analysis must be made of each case in which deletion from [priority I and priority II] is proposed. For instance, when a [subject] is being removed from [priority I or priority II] tabbing, [file review may well disclose that subject qualifies for [priority] tabbing for reasons covered in 87D 7b (11) (b).

## c. Individuals employed in or having access to key facilities and defense facilities

## (1) Responsibility

FBI is responsible by Presidential directive for keeping other Federal agencies advised of developments within their jurisdiction affecting plants having armed forces contracts, as well as other facilities, utilities, and critical points of transportation and communications systems which have been designated as vital to the national defense and welfare by the Department of Defense.

FBI is responsible under Delimitations Agreement for investigating employees of private contractors who have contracts with agencies of Department of Defense where credible subversive information concerning employee is obtained. Thorough investigation must be conducted and consideration for inclusion in security index given concerning any individual employed in or having access to a key facility who is alleged to have been, at any time in the past, a member of any basic revolutionary organization or against whom sufficient other subversive information is in our possession which warrants such action.

## (a) Requests for investigation from another agency

When another agency requests investigation of individual employed in key facility and/or defense facility, institute investigation immediately if basis of request so warrants. Advise Bureau of request, basis thereof, and that investigation is being conducted.

## (b) Verification of key facility or defense facility status of place of employment

Department of Defense Key Facilities List and Defense Facilities List (maintained in each office) must be checked for verification of information that a security investigation subject's place of employment may be included in such list.

## (c) Individuals denied access to restricted information

Intelligence agencies of armed forces frequently advise that an individual has been denied clearance to work in a defense plant or to handle classified or restricted information. In some instances clearance is denied based on information furnished by Bureau. At other times, information in Bureau files is very meager or possibly negative and basis for such denial of clearance is not known. The intelligence agency is responsible for furnishing Bureau with any information involving disloyalty or subversiveness.

Office receiving notification that an individual has been denied clearance must ascertain promptly basis for such denial and obtain all pertinent data contained in file of



agency responsible for such action. Forward such data to Bureau and incorporate in next report submitted concerning individual in question. Where no investigation has been conducted by Bureau and there is no case on individual being denied clearance, give consideration to opening a security investigation if information received from intelligence agency warrants such action.

- (2) Inclusion in security index  
In recommending key facility employee for inclusion in security index, FD-122 is to contain:
  - (a) Key facility geographical reference number
  - (b) Abbreviation for agency having security responsibility. [The Department of the Army has been designated the agency having security responsibility for all key facilities.]
  - (c) Abbreviations for other agencies known to have classified contracts with the key facility. Interested agencies should be identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards returned from Bureau.
  - (d) [Deleted]

If subject of existing security index card is found to have become employed in a key facility, FD-122 must be submitted to Bureau with above-required key facility data set forth thereon. Case is then to be handled in accordance with instructions set forth below concerning key facility cases.

- (3) Dissemination  
Upon receipt of original complaint or allegation concerning key facility employee from source other than interested intelligence agency, a summary of complaint and information concerning the individual should be furnished immediately by letter to interested intelligence agency. Intelligence agency should then be advised whether a security investigation is being conducted of the individual and, if investigation is being conducted, that copies of reports will be furnished upon completion of investigation. Letter to intelligence agency should clearly point out that information is unsubstantiated and has not been verified through investigation by FBI.

In addition to disseminating to interested intelligence agencies information of a derogatory security nature developed concerning persons employed at facilities holding classified contracts, with the exception of classified contracts with the Atomic Energy Commission, such information should be furnished to the Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio, 43215, attention Chief, Adjudication Division. In each instance, advise the interested intelligence agency that dissemination has been made to DISCO. This dissemination is to include derogatory security information developed concerning persons who may not be currently employed at such a facility but who are known to be holders of an industrial security clearance.

These instructions do not apply to allegations of espionage or those of such a confidential character as would not ordinarily be disseminated. Such information appearing to be of immediate interest to other intelligence agencies should be submitted to Bureau by most expeditious means, depending upon the circumstances, with a request that the Bureau consider advisability of disseminating it.

Disseminate copies of each report to the local representative of agency having security responsibility, as well as to local representative of other intelligence agencies known to have

classified contracts with the key facility. Copies of reports for the Marine Corps should be disseminated locally to NISO.

Dissemination to the Atomic Energy Commission (AEC), Defense Atomic Support Agency (DASA) (formerly Armed Forces Special Weapons Project), the Research and Development Board (RDB), and the Maritime Administration (MA) will be made at the Bureau, and not in the field.

(4) Status of cases

After all active investigation conducted, place in a closed status. Forty-five days before report due, make case pending active and check with armed services representative at the key facility, or with other reliable sources, to determine whether subject has access to classified or restricted material.

d. Top functionary program

(1) General

Purpose of top functionary program is to select for special attention those individuals in a subversive movement who are of outstanding importance to the effectiveness of the movement.

Top functionary program is described below as pertaining to the Communist Party, USA. However, it also applies to important individuals active in or on behalf of other basic revolutionary groups, [subversive organizations, or unorganized groups who have indicated a propensity for violence.]

(2) [Deleted]

(3) Definition [of top functionary]

A top functionary is an individual, either a member or a nonmember of the Communist Party, to whom, because of his importance, it is necessary to give continuous investigative attention in order to keep abreast of communism on a national basis in the U. S. Necessarily, such an individual would be on a high policy level in the movement. [This also applies to an individual, either a member or a nonmember of other subversive organizations or unorganized groups, who would be on a high policy level in the movement.]

The term "top functionary" is not to be construed as requiring that individuals in this category must actually hold official positions in [the] organizations but shall be given a broad enough construction to include others who are of equal importance because of their influence in the movement itself, or their position and activities outside the party in labor, front, or similar organizations or movements. Black nationalist extremists whose importance justifies continuous investigative attention should be considered for designation as top functionaries.

(4) Manner of designation [of top functionary]

Prior Bureau authority necessary to designate a subject as a top functionary. Submit such recommendation to Bureau by letter containing reasons for the recommendation. Bureau desires to be very selective in this matter and to concentrate on individuals who, on a national basis, are the guiding hands in the communist movement [and other subversive movements. Top functionaries are to be included in priority I and reports are to be submitted in accordance with 87D 7f.(2).]

At the seat of Government a careful appraisal will be made of the field's recommendation, following which the office will be advised concerning the Bureau's decision on the recommendation.

- (5) Regulations governing [the handling] of top functionaries
- (a) Designation and deletion of top functionary status  
Designate or remove a subject as a top functionary by individual letter to the Bureau carrying the subject in the caption and containing a brief statement as to the reason for designation or deletion.

Where office of origin for top functionaries is transferred, deletions in the old office of origin and additions in the new office are handled in accordance with 87D 7b (9) (b).

(b) Photographs

Photographs must be obtained for each top functionary. Whenever possible, the photographs should be obtained from public records, law enforcement agencies, state or Federal Government agencies, and similar sources. Where more direct means employed, use extreme care to avoid prejudicing the investigation. Send one copy of photograph of each top functionary to the Bureau, either by cover letter or as enclosure to a report. Maintain a copy of each photograph in the subject's individual case file in the field. If album of top functionary photographs maintained, be sure duplicates are also filed in each individual subject's file.

(c) Handwriting specimens

Suitable handwriting specimens of each top functionary must be obtained. Whenever possible, obtain handwriting specimens from public records, law enforcement agencies, and similar sources. Again, if more direct means employed, use extreme care. Send specimens to the Bureau under a separate cover letter by registered mail for the attention of the FBI Laboratory. Letter should bear caption of individual case.

Handwriting specimens should be sufficiently extensive to permit possible future comparisons by the Laboratory. When specimens submitted may be of value as evidence, letter of transmittal should so state and Bureau should be requested to return specimens after copies have been made.

(d) Security index cards

Request preparation by FD-122 at the earliest possible moment. Same rules apply to preparation and maintenance as apply to other security index cards. All security index cards for top functionaries shall be designated for priority I.

(e) Change of office of origin

FD-128 changing office of origin on a top functionary automatically deletes him as top functionary in old office and adds him as a top functionary in new office. For further instructions concerning the change of office of origin in these cases, see 87D 7b (9) (b).

(f) Reports

I. Character - Internal Security - (followed by appropriate letter designating the organizational affiliation or nationalistic tendency)

(6) Maintenance of list

Each office must maintain a current list on top functionaries.]

- e. Correlation of other investigations with the security index and reserve index

Individuals investigated by the Bureau under any character against whom subversive information is developed must be constantly borne in mind for inclusion in the security index and/or reserve index.

- (1) Espionage and foreign intelligence investigations  
Subjects of these investigations must be included in the security index and/or the reserve index if they meet the standards for inclusion therein. It is the responsibility of the investigating Agent and field supervising official to make appropriate recommendations for preparation of the security index card and/or the reserve index card, whenever appropriate.
- (2) Security of Government employees (SGE) investigations  
Subjects of all SGE investigations against whom subversive derogatory information has been developed must be considered for inclusion in the security index and/or reserve index.

The Agent conducting investigation in the office covering the subject's residence must refer such cases to the field supervisor in charge of the security index program for appropriate handling. Copies of reports showing disloyal information must be submitted to the field office covering the subject's residence, when developed by any other office.

When an individual who has previously been investigated under the SGE character is the subject of a security index card and is still employed by the Federal Government or is being considered for Federal employment, the dual character of "Security of Government Employees" and the character of the subject's security case should be used in the report being submitted. This will insure that the reports are referred to the appropriate desks for supervision at the Bureau, as well as in the field. These reports should be written according to the standards prevailing for SGE reports.

Disseminate these dual character reports the same as any other security report. Representatives of other intelligence agencies requesting reports showing the actual SGE investigation should be informed to direct the request to their Washington headquarters for referral to the Bureau.

- (3) Atomic Energy Act, U. S. Information Agency applicant, departmental applicant, Bureau applicant, and other Bureau investigations  
Subjects of all above investigations against whom subversive information has been developed must be considered for inclusion in the security index and/or the reserve index. In each such case the Agent conducting the investigation in the office covering the subject's residence must refer the matter to the field supervisor in charge of the security index program for appropriate handling.

Copies of reports showing disloyal information must be submitted to the office covering the subject's residence, whenever developed by another office.

When the subject of such an investigation is presently in the security index, a letter must be directed to the Bureau at the time the report is submitted advising that the subject is in the security index.

Information of interest to FBI and/or AEC obtained subsequent to completion of Atomic Energy Act - applicant investigations concerning AEC employees or persons having access to restricted data should be handled according to instructions in section 20, volume II, of this manual.

f. [Submission of and general rules concerning security reports]

(1) General

[Submission of summary reports should not be delayed for the purpose of conducting current investigation in previously closed cases, but appropriate leads should be set out.]

Cases of all security index subjects must be reopened or placed in a pending status for the purpose of preparing investigative reports in accordance with the schedule outlined in 87D 7f(2) and (7).]

Office indices and any material channelized to the case file since the most recent report should be reviewed and the case brought up to date by appropriate investigation to determine subject's current activities.

Each time that a case is reopened and brought up to date, it should be critically analyzed in the light of the security index criteria set out in 87D 7b (3) herein. This procedure must be followed on a continuing basis for each security index subject.

(2) [Schedule of submission of reports

Reports shall be submitted on individuals designated for priority as follows: priority I - semiannually (top functionaries - quarterly); priority II - annually; priority III - every 2 years.]

[(3)] Origin

The office of origin will be that office covering the territory wherein the subject's subversive activities occur. In most instances this will also be the office in which territory the subject resides and is employed. In those cases in which the subject's subversive activities take place in the territory of an office other than the office covering the place of residence and/or employment, the office of origin shall be that office which can best cover the subversive activities of the subject.

[(4)] Classification

- (a) 100 - for individuals affiliated with the basic revolutionary and front organizations of Marxian ideology
- (b) 105 - for members of Puerto Rican nationalist groups or others having nationalistic tendencies of a non-Marxist character
- (c) 157 - Nation of Islam and other black nationalist matters

[(5)] Title

Only one subject shall be carried in the title of each report. Separate reports must be submitted for each subject regardless of their relationship; i.e., husband and wife, father and son, etc.

## [(6)] Character

## (a) Top functionaries

Internal Security (or Racial Matters if subject is a black nationalist) - followed by the letters designating the organizational affiliation or nationalistic tendencies.

Examples:

Internal Security - C  
Internal Security - SWP  
Racial Matters - NOI

## (b) Others

Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.

Examples:

Security Matter - C  
Security Matter - SWP  
Security Matter - X (native fascist)  
Security Matter - M (miscellaneous)

When a subject is deleted as a [top functionary,] the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a [top functionary,] the first report after the designation and all subsequent reports shall bear the internal security character. Communications regarding subjects who are employed in key facilities should bear the words "Key Facility" in the character. Communications regarding subjects who are members of the Communist Party, USA, National Committee should bear the words "National Committee" in the character. Black nationalist investigations and racial matters should be given the character set out in section 122, volume IV, of this manual.

## [(7)] Status

All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:

## (a) Top functionaries

## I. Pending inactive

(A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

## (b) [Deleted]

## (c) Other security index subjects

## I. Closed

- (A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of [a periodic] investigative report [according to priority designation.] If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter (form FD-400) to the Bureau setting forth identification of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed. The cases shall be opened and assigned 45 days prior to the date the [periodic] report is due. Such cases shall also be opened and assigned six months after submission of the [periodic] report to accomplish verification of addresses [and further verification must be handled in accordance with 87D 7b (7) (b).] Upon such verification, the cases should be closed administratively.

## (d) Cases of subjects recommended for security index

## I. Pending inactive

- (A) If all active investigation completed at the time FD-122 forwarded to Bureau
- (B) Set forth lead to follow Bureau for security index card and if approved for dissemination of report to Secret Service.

## II. Closed

- (A) Upon receipt of security index card from Bureau and dissemination to Secret Service
- (B) Thereafter follow by administrative tickler for investigative report as in (c) above.

## (e) Subjects not in security index who are not to be included therein

## I. Closed

- (A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

## [(8)] Content

- (a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.

## I. Background

- (A) Birth date
- (B) Citizenship status
- (C) Education
- (D) Marital status
- (E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
- (F) Identification record
- (G) Employment
- (H) Residence
- (I) Status of health (if known)

## II. Connections with Communist Party, other basic revolutionary groups, front groups, Black nationalist extremist groups, [and/or other subversive organizations or unorganized groups]

- (A) Information concerning admission to revolutionary group including sponsors, etc.
- (B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified



- III. Revolutionary statements made by subject showing advocacy of overthrow of Government by force or violence
- (A) Determine each statement and ascertain full details surrounding each.
  - (B) Determine all statements by subject showing complete adherence to principles of Marxism-Leninism or other revolutionary doctrines espoused by subversive group with which subject is identified.
- IV. All other activities of subject indicating furtherance of program of subversive organizations with which he is associated
- (A) Speeches
  - (B) Writings
  - (C) Organizational directives and/or educational outlines signed by or issued by subject, or issued while subject was officer of organization
  - (D) Determine all pertinent contacts between subject and leaders of party.
  - (E) Ascertain details concerning the subject's attendance at Lenin School, attendance at training schools of subversive organizations with which subject has been identified, or activity as instructor at such schools.
- V. False statements made by subject including use of aliases. Such evidence obtained from passports, voting, marital records, income tax returns, employment and selective service records, among others, may be in your files.
- VI. Miscellaneous
- Consider pertinent items not falling under the above categories.
- (b) So far as possible all reports on individuals should be confined to:
- I. Proof of membership and activity in basic revolutionary organization, front organizations, [and/or other organizations or unorganized groups]
  - II. Information concerning position and importance of subject in subversive movement
  - III. Pertinent background information

Include in security reports only information pertinent to determining whether or not subject is engaged in subversive activities. Be certain to set out the date or period to which it pertains; e.g., John Doe advised on January 15, 1968, that subject attended Communist Party meetings in January, 1962, in Syracuse, New York.

- (c) Information suggestive of additional leads and information of particular significance in showing subject's knowledge of and adherence to revolutionary aims of organization or organizations with which he is associated should be fully and carefully reported.
- (d) Each report is to include all information having any pertinency as to whether or not there is justification for security index card. This includes pertinent information concerning background and subversive activities.
- (e) When previous summary reports which have been prepared are not suitable for dissemination because of disclosure of sources, information contained therein should be included in current summary reports with sources fully protected. Each office must be certain that all pertinent information has been incorporated in either a past or current disseminative summary report.
- (f) Frequently information will have been obtained [reporting] subject's presence at numerous meetings of subversive organizations over a period of years. In many instances these facts will have been reported by only one informant. In others, two or three informants will have reported subject's attendance at meetings. The question of pertinency of all such items is dependent upon the weight of all of the evidence obtained against the subject.
- (g) Such repetitious and cumulative items to be specifically set forth in reports may be reduced in number to the point where they will be limited to a representative number of such items. Each such item specifically set forth must be fully documented.
- (h) The number of such items to be included in each instance will be dependent upon the preponderance of other evidence available for inclusion in the report which will lend weight to our case against the subject.
- (i) Selection of such items with regard to period of time will be dependent upon all facts developed against subject. Selection should be based upon the objective of specifically reporting data sufficient to justify continued detention of each subject if apprehended.

When selection of representative number of such items is made, they should be followed by a general statement summarizing any other items furnished by source. The summarizing statement should indicate that source advised during a specified period of time that subject also attended a certain number of other meetings during a certain period.

In the documentation of a summarizing statement set out the file number and serial scope.

- (j) In connection with periodic reports in security index cases, there are instances in which evidence of extensive activity in subversive organizations will be developed. In these cases it is permissible to report such information in narrative-type statements without indicating exact dates of activity; however, the period of time involved must be shown, as well as the inclusive dates of the informant reports.

This type reporting is not to be utilized in Smith Act of 1940 cases or Internal Security Act of 1950 cases. The narrative statements must be statements of facts and not conclusions and information from each source must be reported in separate narrative statements.

- (k) The above instructions in no way remove responsibility for reporting all items of pertinence to the Bureau, bearing in mind the fact that Bureau files must be complete insofar as matters of substance are concerned, nor is responsibility removed for the reporting in detail of information tending to establish a subject's knowledge of the basic aims and purposes of the subversive organizations with which affiliated or information tending to establish that a subject holds revolutionary and/or anarchist beliefs.

In the documentation of narrative statements set forth the location of the original documents in the field office files by the file number and serial scope.

[(9)] Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

- I. Reserve index, security index, file numbers and titles of other cases, priority apprehension program, top functionary status, security index flash notices (FD-165), forms FD-122, FD-122a, FD-128, and FD-128a, and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature.

II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:

- (A) That subject's name is included in the security index or agitator index
- (B) That data appearing on security index card[or agitator index card]is current
- (C) That FD-122[or FD-397]has been submitted to Bureau where security index card[or agitator index card] changes are necessary
- (D) That a suitable photograph is or is not available and date photograph was taken
- (E) That subject is employed in a key facility and agency charged with security responsibility is specified and that agencies interested in that facility are specified
- (F) Reason for classifying report
- (G) Dates subject was previously interviewed and reason for not reinterviewing subject
- (H) That subject no longer meets security index or agitator index criteria and a letter has been directed to the Bureau recommending cancellation
- (I) That subject's case has been reevaluated and reasons are set forth as to why subject's activities continue to fall within security index or agitator index criteria
- (J) That subject's security index card is[designated priority I or priority II]and reasons why subject's activities warrant[such designation]

III. Form FD-305a containing items pertinent to reserve index subjects will be similarly utilized in connection with the submission of reports in reserve index cases.

(b) Documentation of reports

I. Deleted

II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.

III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.

IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of photostats of documents obtained by the other offices and the identity

in a key facility, copies of reports bearing the dual character, "Security of Government Employees; Security Matter - C," should be furnished to appropriate intelligence agencies of the armed services by the field offices as shown in sections 69, volume III, and 87D 7e (2), of this manual. For instructions regarding dissemination to the Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, see 87D 7c (3), of this manual.

- Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including policy, investigative procedures, and dissemination are set out in section 69, volume III, of this manual.
- (7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services  
Dissemination should be made locally to the intelligence service of the military branch involved.
  - (8) Airmen issued certificates by Federal Aviation Administration (FAA)  
FAA issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way: individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to FAA. Such dissemination will be made only at the Bureau. For additional instructions regarding dissemination to FAA, see Manual of Rules and Regulations, part II, section 5.
  - (9) Security index - dissemination of information to Secret Service  
Under the agreement between the Bureau and the Secret Service concerning Presidential protection dated 2-3-65, which is set out in its entirety in section 102, volume IV, of this manual, reports are to be disseminated henceforth to Secret Service in all security index cases. An extra copy of the report in these cases should be furnished the Bureau. At the time the agreement was entered into, letterhead memoranda in all security index cases had been disseminated to Secret Service. Therefore, prior reports in these cases will not be disseminated.

Under the terms of the agreement, it is essential to advise Secret Service of the reason or reasons for referral - statement of the class or classes in appendix B of the agreement which the individual referred fits. For this purpose utilize form FD-376, which is designed to serve as a letter of transmittal for both local dissemination and dissemination at the SOG. The original and one copy of this form should be forwarded to the Bureau. A copy is to be maintained in the main case file and upon transferral of office of origin in any case, the new office of origin is to be furnished a copy. Careful consideration must be given to insure that the individual is properly categorized. In the case of subject being recommended for the security index, withhold dissemination pending Bureau approval of his security index status [only in those cases in which the subject is categorized as falling within category 3 of the agreement between the Federal Bureau of Investigation and the Secret Service concerning Presidential protection.] Forward FD-376 as in any other case. [Prompt dissemination should be made of information developed regarding individuals falling within other than category 3.]

In the case of individual subject of prior investigation who is currently being recommended for the security index, do not disseminate prior reports. However, prepare a letterhead memorandum including pertinent information previously developed which should be disseminated to Secret Service, together with the current report. Copies of this letterhead memorandum should be forwarded to the Bureau for dissemination at headquarters level.

After initial dissemination to Secret Service in security index cases, as changes occur in the status of the individuals involved with respect to residence and employment, advise Secret Service locally and furnish two copies of the letterhead memorandum to the Bureau for dissemination at the SOG. Form FD-366 may be used for this purpose. The letterhead memorandum should contain a reference to the previous communication disseminated to Secret Service.

When reporting changes in residence and/or employment concerning Chinese and Cuban aliens on the security index, in addition to dissemination to Secret Service, also advise the Immigration and Naturalization Service (INS) locally, and furnish four copies of the letterhead memorandum to the Bureau for dissemination at the SOG. Bear in mind in filling out the reference that some letterhead memoranda have been expressly prepared for dissemination to Secret Service only and have not been furnished to the Department or INS; therefore, the copy furnished INS locally and two of the copies furnished the Bureau should reference the last communication to INS.

For instructions pertaining to dissemination to Secret Service in other than security index cases, refer to section 134B, volume IV, of this manual.

Upon transfer of office of origin in one of these cases, the old office of origin is to furnish Secret Service locally with the subject's new residence and business address and advise the Bureau that such has been done by the submission of two copies of the letterhead memorandum disseminated locally. The new office of origin need take no action regarding dissemination to Secret Service until such time as further changes occur with respect to the subject's status or until preparation of the next periodic report in the case.

(10) Dissemination at the Bureau

There are some situations in which dissemination is made at the Bureau instead of in the field. In the majority of instances, information received by the FBI should properly be furnished immediately to some other agency within the executive branch of the Government so that the responsibilities of the other agency might be fulfilled properly. Care must be taken, however, not to disseminate information to any field branch of another Government agency where such a procedure is deemed inadvisable because of the inadequacy of security measures in that branch. In these instances the data should be brought to the immediate attention of the Bureau for dissemination at the SOG. An example of the latter is, of course, the Atomic Energy Commission, which receives reports only through the Bureau, as noted in section 87D 7c (3) of this manual. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including the State Department, only at the SOG, as set out in 87D 6b (4). Dissemination is also made at the SOG to the State Department, unless it appears undesirable, in those cases in which subjects have been indicted for violations grounded on subversive activities.

Dissemination in these cases is made to preclude these subjects from utilizing the fact they obtained a passport to refute allegations of subversive connections. The State Department, therefore, will be in possession of data concerning a defendant should he attempt to utilize this tactic in such an action.

b. Data developed concerning individuals who are not within the Bureau's investigative jurisdiction

(1) Members of the armed forces

The Delimitations Agreement between the FBI and the armed forces intelligence agencies states that the responsibility assumed by one organization in a given field carries with it the obligation to exchange freely and directly with other subscribing organizations all information of mutual interest.

Thus, in discharging our basic responsibilities in the internal security field, it is imperative that information concerning members of the military services be referred immediately to the appropriate branch having primary responsibility for its personnel. This procedure is mandatory, even though the security aspects of the data have not been fully resolved or verified. It should be specifically pointed out in such instances that the information has not been verified.

Section 87D 5b of this manual instructs that if it is determined a security subject is a member of the armed services the investigation must at that point be discontinued immediately and reported to the Bureau. The basis for such instruction lies in the fact that the subject is no longer within our investigative jurisdiction. In addition, dissemination of pertinent reports must be made locally in the field to the appropriate intelligence agency.

Our responsibility with regard to military personnel is not confined to those who have been the subjects of security investigations. It extends to any subversive derogatory data developed against a member of the armed services during any of our investigations of either individuals or organizations. For instance, if it is determined that a member of the armed forces has been in contact with a security subject or with any individual or group raising security implications, the appropriate intelligence service should be immediately advised locally. This should be done even though the security aspects of the contact have not been resolved, so that the military services may be in a position to discharge their responsibilities. It must be pointed out to them specifically in such instances that the data are unverified, and pertinent developments must be transmitted to them thereafter immediately upon receipt.

Section 87D 6b (1) (h) provides that during the course of security investigations it must be determined whether the subjects have any close relatives in the armed forces. Our responsibilities require that such associations be called to the attention of the appropriate military intelligence services, together with pertinent data, including reports, on the security subjects involved. The evaluation of these associations lies entirely within the province of the intelligence services, but for the reasons stated previously herein it is incumbent upon the Bureau to disseminate this information immediately upon receipt.

Any subversive contacts or information developed concerning military personnel must be set out in a letter to the Bureau, together with a statement as to the local dissemination made in the field. Such letter should be accompanied by a letterhead memorandum setting out with particularity the subversive data in a form entirely suitable for dissemination.

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Communist Party members, review of field office files, pretext interviews, surveillances, Special Agents attending mass meetings, etc.

4. Internal Security Act of 1950

To insure successful proceedings against a communist front organization under this act, a preponderance of admissible evidence must be secured to [show] extent to which

- a. Persons active in management, direction, or supervision of an organization are active in management, direction, or supervision, or as representatives, of
- b. Its support, financial or otherwise, is derived from
- c. Its funds, resources, or personnel are used to further or promote objectives of
- d. Positions taken or advanced by it from time to time do not deviate from those of

Any communist-action organization, communist foreign government, or the world communist movement.

5. Panel sources

a. Purpose

To develop potential witnesses who will be willing to obtain and introduce legally admissible evidence re. subversive nature of organizations in future prosecutive action

b. Program

- (1) Since Special Agent and active security informant testimony is undesirable, field should recruit panel of potential witnesses locally. Some may be found among American Legion contacts, plant informants, former and exposed security informants, etc. Panel members should attend public rallies and meetings, as well as obtain literature of organizations they are covering.
- (2) To aid panelists, exhibit photographs of individuals they will most likely encounter at front organization functions.
- (3) Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, the same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants. (See section 107, volume IV, of this manual.)
- (4) Legitimate expenses incurred by panel members should be reimbursed in same manner as security informants.
- (5) Eliminate inactive, ineffective, or unsatisfactory panelists on a continuing basis. At time of submission of semiannual letter, office panel should be reviewed to make certain all such panelists have been removed.
- (6) Identities of panelists should be concealed.

c. Administrative handling

- (1) Check prospective panelists through office indices, local police department, credit records, and established informants. If no undesirable information is developed, initial contact may be made with panelist to ascertain cooperativeness.
- (2) Submit names of cooperative panelists to Bureau by letter outlining complete background and recommendation as to inclusion in office panel. [One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When approving the field's recommendation, this single-page copy will be stamped "Approved" by Bureau and will be returned.] Be certain such individuals are not plants and will consider relationship with Bureau in confidence.

- (3) Open 134 file when active investigation of prospective panelist is initiated. When preliminary investigation completed and Bureau has approved panelist, close file administratively if panelist is not contacted regularly.

Regular contacts with panelists should be noted in their respective files.

- (4) Only Agents designated should handle panelists.  
(5) Every four months submit letter of justification to Bureau requesting continuation of payments to panel source. See section 107M, 3b, volume IV, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.

Gifts should not be given to sources since such actions might be misconstrued.

- (6) Summary letter captioned "Panel Source Program" (Bufile 134-1113) to be prepared and submitted to Bureau March 25 and September 25 each year. Use following topical outline:
- (a) Status of program  
Include progress in panel development. Show total number of new panelists developed and total number of panelists discontinued during six months' period.
  - (b) Total number panel sources active
  - (c) Names of organizations covered
  - (d) Number and identities of panelists redesignated to informant or potential informant status since institution of panel program

d. Suggestion

Designate, where practicable, coordinating Agent to maintain roster of current panel members and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizations' functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and communist publications.

6. Classification - 100  
7. Character - Internal Security - letters for organizational activity or nationalistic tendency; e.g., (C), (SWP), (Miscellaneous), etc.



## (5) Character

## (a) Key figures and top functionaries

Internal Security[(or Racial Matters if subject is a black nationalistic)]- followed by the letters designating the organizational affiliation or nationalistic tendencies.  
Examples:

Internal Security - C  
Internal Security - SWP  
[Racial Matters - NOI]

## (b) Others

Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.  
Examples:

Security Matter - C  
Security Matter - SWP  
Security Matter - X (native fascist)  
Security Matter - M (miscellaneous)

When a subject is deleted as a key figure, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a key figure, the first report after the designation and all subsequent reports shall bear the internal security character. Communications regarding subjects who are employed in key facilities should bear the words "Key Facility" in the character. Communications regarding subjects who are members of the Communist Party, USA, National Committee should bear the words "National Committee" in the character. [Black nationalist investigations and racial matters should be given the character set out in section 122, volume IV, of this manual.]

## (6) Status

All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:

## (a) Top functionaries

## I. Pending inactive

(A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

## (b) Key figures

## I. Pending inactive

(A) Reports are to be submitted semiannually. Forty-five days prior to the date a semiannual report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

## (c) Other security index subjects

## I. Closed

- (A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of an annual investigative report. If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter [(form FD-400)] to the Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed. The cases shall be opened and assigned 45 days prior to the date the annual report is due. Such cases shall also be opened and assigned six months after submission of the annual report to accomplish verification of addresses. Upon such verification, the cases should be closed administratively.

## (d) Cases of subjects recommended for security index

## I. Pending investigation

- (A) If all investigation completed at the time FD-122 forwarded to Bureau
- (B) Set forth lead to follow Bureau for security index card and if approved for dissemination of report to Secret Service.

## II. Closed

- (A) Upon receipt of security index card from Bureau and dissemination to Secret Service
- (B) Thereafter follow by administrative tickler for investigative report as in (c) above.

## (e) Subjects not in security index who are not to be included therein

## I. Closed

- (A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

## (7) Content

- (a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be filed under topical headings where appropriate.

## I. Background

- (A) Birth date
- (B) Citizenship status
- (C) Education
- (D) Marital status
- (E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
- (F) Identification record
- (G) Employment
- (H) Residence
- (I) Status of health (if known)

## II. Connections with Communist Party (or other basic revolutionary groups and/or front organizations or black nationalist extremist groups)

- (A) Information concerning admission to revolutionary groups including sponsors, etc.
- (B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

(10) [Deleted]

- f. Establish sources and informants who are students or employees of an institution of learning, but who are not reporting on any campus activities or matter pertaining to the educational institution, may be contacted without Bureau authority. These contacts must be made away from the campus.
- g. Members of law enforcement agencies are not to accompany Bureau Agents during course of security-type investigations without prior Bureau authority.
- h. Photographic surveillances
  - (1) No photographic surveillances are to be conducted in communist front organization cases unless it is essential to protect Bureau's interests in internal security field by supplementing live informant coverage of a particular meeting with such a surveillance.
  - (2) Request Bureau authority to institute such a surveillance and outline manner in which it will be conducted and supervision which will be afforded it.
  - (3) No such surveillances should be instituted without specific Bureau authority.

- (3) By force or violence, or  
By assassination of any officer of such government  
It will be necessary to show:

- (a) The identity and official capacity of such officer
- (b) The identity of persons conspiring to assassinate, or actually assassinating, such officer
- (c) Full details surrounding the assassination or attempted assassination
- (d) Reasons for the assassination, and ends to be gained by such assassinations, or

b. Printed, published, edited, issued, or circulated

- (1) The person with the intent to cause the overthrow or destruction of the Government of the U.S., or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof
- (2) Printed, published, edited, issued, circulated, sold, distributed, or publicly displayed written or printed matter
- (3) Advocating, advising, or teaching the duty, necessity, desirability, or propriety of overthrowing or destroying the Government

of the U. S. by force or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof, or

- c. Organized society, group, or assembly
  - (1) The person organized, or helped organize, a society, group, or assembly of persons
  - (2) Which taught, advocated, or encouraged the overthrowing or destruction of the Government of the U. S., or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof
  - (3) By force or violence, or
  - (4) The person became a member of, or affiliated with, such society, group, or assembly of persons
  - (5) Knowing the purpose thereof

#### B. SUBMISSION TO THE BUREAU OF SUBVERSIVE DEROGATORY INFORMATION ON INDIVIDUALS

1. To insure the proper discharge of the Bureau's responsibility to furnish information at the seat of Government at the request of other agencies and to have it available at the seat of Government when such requests are received from other agencies, the Bureau must be promptly furnished, for indexing purposes, by offices covering the national and local headquarters of the various subversive organizations, the names of, and identifying data concerning, persons affiliated with and becoming affiliated with the following types of organizations:

- a. Basic revolutionary organizations or groups
  - Communist Party, USA
  - Socialist Workers Party
  - Proletarian Party of America
  - Other Marxist revolutionary organizations including splinter groups, if any, of the preceding three organizations
  - Nationalist Party of Puerto Rico
- b. Nationalist and fascist-type groups
- c. Front organizations of 1, 2, and 3 above, including those
  - (1) Cited by the Attorney General
  - (2) Cited or declared by the House Committee on Un-American Activities or by any of the various legislative committees
  - (3) Described as such or as an organization dominated or controlled by one of the basic revolutionary organizations or groups by security informants or other sources of known reliability
- [ d. Black nationalist extremist groups ]

Such lists should include the organization's membership list and any other record showing affiliation.

2. Field offices obtaining information concerning such affiliation of individuals residing outside their territory must expeditiously furnish such information to the office covering the address of the person.
3. The information should be submitted to the Bureau in duplicate by letter captioned with the title of the organizational case file, for example, "Communist Party, USA, \_\_\_\_\_ District, \_\_\_\_\_ Division; Internal Security - C" or "Socialist Workers Party, \_\_\_\_\_ Division; Internal Security - SWP" and should clearly indicate that the list is being furnished to the Bureau for indexing purposes only.
4. Information received from all sources, including that received from confidential sources, highly confidential sources, reports of security informants and sources, and public and other sources, should be reviewed to insure that the Bureau has been furnished in the past and will be furnished in the future lists of all individuals (together with identifying data) affiliated with all organizations set forth in 1 a, b, c, [and d.]
5. In forwarding such information to the Bureau, the offices should incorporate, insofar as possible, information concerning a number of individuals in one letter. The letter should contain sufficient identifying data concerning each individual to enable the Bureau to identify that individual

- with any additional information contained in the Bureau's files.
6. The names of subscribers to Communist Party nominating petitions and the names appearing on subscription lists of "The Worker," "People's World," and publications and organs of the organizations set forth in 1 a, b, c, and d must be indexed in the field office covering the address shown for the subscriber and should not be forwarded to the Bureau for indexing. Mailing lists as such which cannot be identified as membership lists of subversive organizations also should be indexed in the field and not forwarded to the Bureau. Field offices obtaining such lists must promptly furnish them to the office covering the address shown for the subscriber.
  7. Important subversive derogatory information concerning any individual and any subversive derogatory information concerning any individual of importance must be brought to the attention of the Bureau by expeditious means.
  8. Subversive and nonsubversive derogatory information coming to the attention of the field office through a name check or otherwise on an employee of the executive branch of the Government, which information is within the purview of Executive Order 10450, should be forwarded promptly to the Bureau for dissemination to the Civil Service Commission. In addition, subversive derogatory and other information relating to other employees of the Government and to employees of the United Nations and of other public international organizations received by the field office should be brought immediately to the attention of the Bureau.
  9. These instructions do not affect and are in addition to existing instructions for the submission of information in report form.

C. INVESTIGATION OF THE COMMUNIST PARTY, USA, SOCIALIST WORKERS PARTY, AND OTHER MARXIST REVOLUTIONARY-TYPE ORGANIZATIONS

1. Policy

a. Communist Party, USA

By Presidential Directives on 9-6-39, and subsequent restatements (see section 102, volume IV, of this manual), this Bureau is charged with the responsibility of coordinating all information with regard to the internal security of the U. S. Since 1939, a large portion of the Bureau's security investigation has been directed toward a coverage of the activities of communists and other groups whose aims seek the overthrow of the U. S. Government. The Communist Party, USA, is the best organized and most dangerous from a security standpoint. The party is not an international or purely domestic organization but is part of an international communist movement led and dominated by the Communist Party of the Soviet Union, the ultimate aim of which is to establish a world-wide communist state. The Communist Party, USA, bases its theory on the principles of Marxism-Leninism. (Considerable evidence shows that these principles look toward the violent overthrow of the U. S. Government or its downfall in the event of a war with the Soviet Union.) It would be a grave error to suppose that, because the party is actually and potentially small, it is not dangerous. The contemplated role of the party is such that it can be played best by an organization which is cohesive, easily mobilized, highly maneuverable, fanatically zealous, well disciplined, and immediately responsive in an emergency to the demands of its leaders. The highest authority in the Communist Party, USA, is the national convention which meets approximately once every two years. Between these conventions, the national committee is the highest authority of the party.

The Communist Party, USA, is divided into district and state organizations, then into county, city, section, and club organizations. The number and nature of these subdivisions are dependent on the number of members in the various localities. Every party member must belong to a party club.

The Communist Party strategy and policy is based primarily on the loyal support and defense of the Soviet Union. The party line changes from time to time depending upon the current program of the international communist movement.

b. Socialist Workers Party

The Socialist Workers Party was founded at a convention held in Chicago, Illinois, from 12-31-37 to 1-3-38. The present headquarters are located at 116 University Place, New York 3, New York. The following statements are taken from the "Declaration of Principles and Constitution of the Socialist Workers Party" which was adopted at this convention:

"The purpose of the party is set forth in its declaration of principles: Its purpose shall be to educate and organize the working class for the abolition of capitalism and the establishment of a workers government to achieve Socialism." (From article 11 under the caption "Purpose.")

"We call upon all revolutionary militants to join with us to build the SWP into the mass revolutionary party which will lead the working class of the United States to power; and which, together with the revolutionists of all countries united in the Fourth International, will achieve the victory of the international revolution and of world Socialism."

"The main specific task of the SWP is the mobilization of the American masses for struggle against American Capitalism, and for its overthrow...." (Part III of above pamphlet)

Shortly after the Fourth International was founded in Switzerland on 9-3-38, the Socialist Workers Party in the U. S. announced that it was the "American Section" of the "world party of the Socialist revolution" (Fourth International). At a special convention on 12-21-40, the Socialist Workers Party passed a resolution ending its organizational connection with the Fourth International (because of the passage of the Voorhis Act).

This organization follows the Marxist-Leninist-Trotskyist line. Statements made by functionaries indicate that in the event of war between the U. S. and the Soviet Union, the Socialist Workers Party would defend the latter.

c. [Deleted]

## d. Other Marxist revolutionary groups

A long-established group which would come under this category is the Proletarian Party, America, a relatively small organization.

There also are a few small groups composed of ex-members of the Communist Party, USA, who have voluntarily left the party or who have been expelled, usually for factionalism.

## e. General

Communist investigations must be conducted in a most discreet and thorough manner at all times. Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority. Bureau employees should not discuss communist or related investigations with any unauthorized individual. The subject of communism is not to be used in speeches of Bureau employees without specific authorization. However, there is considerable mimeographed material in each office, including speeches, testimony, and magazine articles prepared by the Director which could be furnished outside individuals interested in the subject of communism without any discussion.

## 2. Purposes of investigation

- a. The investigation of the Communist Party, USA, and other similar-type organizations is of twofold purpose: (1) to obtain legally admissible evidence against these organizations for prosecution under existing Federal statutes set out above and (2) to follow closely the activities of these organizations from an intelligence viewpoint to have a day-to-day appraisal of the strength, dangerousness, and activities of these organizations seeking the overthrow of the U. S. Government.
- b. Suggestions for proper coverage of the investigation of the Communist Party as an organization and similar organizations should include:
  - (1) The assignment of sufficient Agent personnel to insure that all of the important ramifications of party activities are properly covered
  - (2) Development of confidential informants in all party levels, including the national headquarters organization
  - (3) The constant effort to develop admissible evidence against party officials for violation of Federal laws

c. [Deleted]



## 3. Investigative procedures and suggestions

This section contains detailed investigative guides for use in investigating and reporting activities of the Communist Party, USA.

- a. To accurately and clearly show the true nature of the Communist Party, USA, data concerning the following topics must be fully developed and reported. When material contains information that would be logically reported under more than one topic heading but to do so would make the separate accounts unintelligible, report all the material under the main heading and only refer to the information under the other breakdowns. Do not repeat same data under separate headings. Reports on the Communist Party, USA, as an organization must be submitted by each office quarterly and should cover activities for the preceding three-month period. All offices are required to use the following breakdown in preparing quarterly reports on the Communist Party, USA. Each subfile caption must start on a separate page.

## (1) Organization (Bureau file 100-3-69)

- (a) Security setup of district and/or state organization. Office covering district headquarters, describe the location and size of Communist Party office facilities, rent paid, and name and number of office employees. List address and/or post office box number of party headquarters.
- (b) Identify principal district officials and important functionaries, together with titles, and furnish a short resume of important activities of each during three-month period.
- (c) Names of new commissions or special committees, identity and capacity of individual members thereof. Submit resume of activities of groups under appropriate subfile captions.
- (d) Special meetings embracing only organizational matters. Other pertinent matters discussed at meetings concerning policy or strategy to be submitted under appropriate subfile captions.
- (e) Extend this outline as far as necessary for clarity and to meet needs of office under this or any succeeding subsection. All offices submit pertinent data concerning above matters which do not normally come to attention of office covering district headquarters.

## (2) Membership (Bureau file 100-3-68)

- (a) Quarterly reports are not to contain any membership statistics. Cover pages accompanying each quarterly report must contain latest available statistics relating to total number of Communist Party members in the district. Membership data must start on a separate cover page, [which page(s) must be devoted exclusively to such data.] Office of origin, which is office covering Communist Party district headquarters, should submit following figures:
  - I. For entire Communist Party district
  - II. For individual states covered by Communist Party district
  - III. For number of Communist Party members in area covered by field office

Auxiliary offices should submit following membership figures to the Bureau and office of origin:

- I. For state or portion of state covered by that field office
- II. For number of Communist Party members in the area covered by that field office

[The total number of Communist Party members in the area covered by field office, either origin or auxiliary, should be broken down as to the total number of Negroes in the overall numerical strength of the Communist Party, USA, in the

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## D. SECURITY INVESTIGATION OF INDIVIDUALS

## 1. Definitions

The term "basic revolutionary organization" or "basic revolutionary group" when used hereinafter in this subsection shall apply to any one or all of the following organizations or groups in order to distinguish the organizations from front organizations:

- a. Communist Party, USA
- b. Socialist Workers Party
- c. Progressive Labor Party
- d. Proletarian Party of America
- e. Nationalist Party of Puerto Rico
- f. Johnson-Forrest Group
- g. American Socialist Clubs
- h. See also 87C 1d.

- [ i. Black nationalist extremists, although technically not members of basic revolutionary organizations within the above meaning, should be investigated under the same rules. (See section 122, volume IV, of this manual for additional guides.) ]

## 2. Responsibility of the Bureau

- a. To conduct thorough investigation into the background and subversive activities of all persons in the U. S. and Puerto Rico who are dangerous or potentially dangerous to the internal security. Each SAC will be held responsible for the proper investigation of all persons in his area who, because of membership or affiliation with basic revolutionary organizations or other Marxist revolutionary organizations including splinter groups, may be potentially dangerous.
- b. To determine the identities, whereabouts, and activities of individuals constituting a threat to the internal security and develop sufficient information and evidence through investigation to sustain appropriate action by the Bureau should it become necessary for the Federal Government to institute prosecutive action against such individuals in courts of law or control their movement and activities in the event of a national emergency

## 3. Purpose of investigation

The primary purpose of these investigations is twofold, namely:

## a. Determination of dangerousness

To determine the identities, whereabouts, and activities of all individuals in the U. S. and Puerto Rico who, because of their membership in, activity in, or association with one or more of the revolutionary groups defined above or related groups, are dangerous or potentially dangerous to the internal security of the country, and the consequent collection of sufficient information concerning their subversive activities to justify apprehension in event of a national emergency

## b. Determination of violations of Federal statutes

To determine the identities, whereabouts, and activities of all individuals who have been or may be violating laws of the U. S.

- (1) Direct investigation towards obtaining admissible evidence to establish the violation.
- (2) Be alert for any information indicating a violation of the Federal statutes relating to espionage, sabotage, and sedition.
- (3) Title 18, USC, § 2385, paragraph (1), prohibits the advocacy, etc., of forceful or violent overthrow of the Government. Paragraph (2) prohibits the printing and distribution of propaganda advocating the forceful overthrow of the Government. (Affiliation with an organization is not a prerequisite to prosecution under paragraphs (1) and (2).) Paragraph (3) makes it unlawful to organize or help to organize any society, etc., of persons who advocate overthrow of the Government by force or violence, or to be or become a member of or become affiliated with any such society knowing the purposes thereof. Conspiracy to violate this section is covered by Title 18, USC, § 371 (general conspiracy statute).
- (4) Title 18, USC, § 2387, penalizes attempts to undermine the loyalty, discipline, or morale of the armed forces. Alleged violations should be reported immediately to the Bureau.

- (5) Title 5, USC, § 7311, and Title 18, USC, § 1918, prohibit Government employment of persons who are disloyal or who assert the right to strike against the Government. [Title 5, USC, § 3333,] provides that an individual accepting office or employment in the Government of the U. S. shall, within 60 days, execute an affidavit certifying that he does not advocate the violent overthrow of the U. S. Government, etc. The execution of a false affidavit constitutes a fraud on, or attempt to defraud, the Government within the purview of Title 5, USC, § 303, [so as to authorize Special Agents of the Bureau to administer oaths in investigations arising out of this law. Alleged violations of this law called to your attention should be furnished to the Bureau promptly and no investigation should be initiated on the basis of complaints received without prior Bureau authority. Refer to section 69H of this manual entitled "Security of Government Employees - Fraud Against the Government" for procedures to be followed regarding possible violations of this law discovered or received in connection with security of Government employees investigations.]
- (6) Title 18, USC, § 1001, includes possible fraud against the Government violations wherein there are concealments or falsifications relating to subversive information. These violations must be presented to the Department by the Bureau for a prosecutive opinion rather than being presented locally to USAs. They ordinarily involve the execution of U. S. Government forms. Common violators are employees of private concerns having Government contracts who execute Government forms required for clearance for access to classified information.

Upon receipt of information indicating a violation of this type, investigation under the "Security Matter - Fraud Against the Government" character should be initiated and the Bureau immediately advised. The Department has advised that it is essential, to establish jurisdiction, to prove that the form was presented to a Government agency for action or determination. This, therefore, should be the first investigative step. If the form was not presented to a Government agency, no further investigation should be made and the Bureau so advised. In this case, however, remain alert for information the form is later presented to Government agency. The fact subject actually signed the form must be established by testimony of witnesses to the signature, handwriting examination, or other conclusive evidence. The original of the form must be located. Sources that furnished pertinent information concerning subject during previous investigations and other potential witnesses should be thoroughly interviewed to determine the basis for each item of pertinent information furnished and to obtain the identities of other potential witnesses. Where affiliation with subversive organizations is involved, interview individuals who were members of same units of these organizations as subject for indicia of his membership, such as attendance at closed meetings, payment of dues, holding of office, etc. If possible, develop evidence to supplant pertinent information furnished by current informants. Obtain prior Bureau authority to interview the subject. Interview subject and potential witnesses furnishing pertinent information under oath and obtain sworn signed statements if possible. An exception may be made when interviewing established sources, such as current informants, if oath and/or signed statements not considered desirable under circumstances. Be guided by instructions in section 6b, (7), below when interviewing potential witnesses with subversive backgrounds.

- (4) Content
- (a) Each card in section A and section B should contain, as a minimum, the following:
- I. Name and aliases
  - II. Race
  - III. Sex
  - IV. Organizational affiliation or nationalistic tendency
  - V. Citizenship
  - VI. Residence
  - VII. Employment
  - VIII. Birth data
  - IX. Office file number
  - X. The letters "SS" if dissemination has been made to Secret Service in accordance with instructions in section 134B, item 2, volume IV, of this manual
- (b) In addition, membership and position or association in a subversive group or groups, together with the source and date of the information, may be added.
- (5) Removal and deletion of cards
- (a) Destroy cards on individuals who subsequently become security informants or sources or who subsequently become subjects of security index cards.
- (b) Advise the Bureau of the destruction only in the case of section A cards.
- b. Security index
- (1) Purpose
- (a) Security index cards are prepared and maintained by the Bureau to serve as operational guide for apprehension of persons deemed dangerous or potentially dangerous to the internal security of the country in the event of a national emergency.
- (b) It shall contain the names of all persons who have been determined through investigation to be dangerous or potentially dangerous because of their membership in or affiliation with or espousal of doctrines of public revolutionary organizations and/or front organizations or who are black nationalist extremists and who will be apprehended upon receipt of instructions from the Attorney General.
- (c) It shall include subjects of espionage investigations and any other type of Bureau investigation provided their activities bring them within the scope of the security index criteria.
- (d) Action shall be taken against individuals included in the security index only upon authorization of warrants of arrest by the Attorney General. However, in preparing and maintaining the security index, to all practical effects, the Bureau is making the decision as to those persons who will be apprehended in the event of an emergency, inasmuch as the Attorney General has advised that he does not have funds or

- may refer to review security index cases.
- (e) Name shall be included in the security index only when investigation has established and reports[show] sufficient facts and evidence to justify the inclusion of each subject in the security index.
  - (f) The contents of the security index must be accurate and correct at all times. Matters pertaining to its preparation and maintenance must be given preferred, expeditious, continuous, and detailed attention.
  - (g) Matters pertaining to the security index are strictly confidential and are not to be mentioned or alluded to in investigative reports.
  - (h) The general operation and content of the security index must not be discussed by field personnel of the Bureau without prior Bureau authority.
  - (i) Matters pertaining to the security index may be discussed with duly qualified representatives of other Federal intelligence agencies only on a strictly confidential basis and only in instances in which an individual subject of prime interest to one of these services is involved.
- (2) Determination of dangerousness of an individual
- (a) The dangerousness of a member or affiliate of a subversive organization does not necessarily depend entirely upon his personal characteristics, such as aggressiveness or a disposition to violence. Although these factors must be taken into consideration in evaluating an individual's potential dangerousness, other factors are essential in making this determination. An individual's dangerousness also depends upon the contribution he has made or is making in the advancement of the principles and aims of the subversive movement with which he is connected or his subversive potentialities in the event of a national emergency. Bear in mind that a subject active in a subversive organization is not merely an isolated individual but is a part of an organization of which the purposes are opposed to the best interests of the U. S. An individual's loyalty to a subversive organization and the principles thereof is a primary factor to take into consideration in evaluating his potential dangerousness; [however, regardless of evidence of subversive affiliation, all evidence developed during the course of a security investigation must be carefully weighed for the purpose of determining whether the subject's activities depict him as a potentially dangerous individual in time of a national emergency. Factors having a bearing upon an individual's potential dangerousness are numerous and will vary in each case in degree.] Among such factors are:
    - I. Long continued membership in a subversive organization
    - II. Affiliation with or attendance at training schools, especially leadership schools
    - III. Frequent or regular attendance at organizational meetings and functions
    - IV. Subscriptions to publications of a subversive organization
    - V. Possession of or continued study of revolutionary literature
    - VI. Preparation or distribution of subversive propaganda and/or literature
    - VII. Holding positions in the subversive organization or in other organizations of a front character which indicate confidence of such organizations in his loyalty
    - VIII. Espousal of a subversive doctrine exemplified in his acts and utterances

particular attention should be given during the course of investigation of individual members of this organization to the developing and reporting of such statements on the part of these individuals, including the reporting of violent and revolutionary statements made by other members in their presence. Such statements should be reported in detail. [These instructions should be applied to other black nationalist extremist groups.]

- (e) When subjects are removed from the security index solely on the basis of application of the above criteria with no affirmative indication of defection, retain the cancelled security index cards for future reference under procedures set out in 87D 7b (10) (g).
- (4) Recommendations for and preparation of security index cards
  - (a) The SAC shall personally recommend inclusion in and removal of any name from the security index except in offices having more than 1,000 security index subjects, in which offices the recommendations must be made by the SAC, the ASAC, or Bureau-approved security supervisor.



should be completely filled out just as if a first recommendation is being made, and submitted with a current report. If not, the Bureau should be advised of the reasons for not reactivating his security index card. In either case, cancel the inactive card.

(7) Periodic verification of addresses

- (a) The data recorded on security index cards shall be in an up-to-date status at all times.
- (b) The whereabouts of all security index subjects should be known at all times. The residence and business addresses of all security index subjects must be checked at least once each six months, except those imprisoned and those who were included in the security index because of disaffection for the U. S. (defection to a Sino-Soviet-bloc country, [including Cuba since 10-1-60]) (see section 105G, item 3, volume IV, of this manual). The residence and employment of those who were included in the security index because of disaffection for the U. S. must be verified every thirty days. The case of any security index subject who is out of the country must be followed at least each six months to determine if he has returned to this country.

Perfect arrangements to be advised on a current basis of any indication that the subject is engaged in subversive activities, is exhibiting violent tendencies, or plans to change his residence or employment. Periodic checks to verify residence or business addresses may be made under appropriate pretext by telephone, or other expeditious means.

- (c) The physical characteristics and description of each security index subject shall be determined or verified by personal observation and the individual case file of each security index subject shall show that this has been done. If a security index subject has not been personally observed previously, this should be done during the next verification of the subject's residence and/or business addresses.
- (d) Use form FD-154 in verifying addresses of security index subjects when its use will facilitate the checking of the addresses. When FD-154 is not used in verifying addresses, a notation must be made on the last FD-154, FD-122, or FD-128 in the subject's case file showing the subject's current residence and business addresses and the date such addresses were verified. This must be done to assure that the file will contain all information concerning the status of the case and that the file will come to the attention of the Agent or field supervisor to determine if additional action is warranted at the time of the verification of addresses. Each time that a security index subject's residence and employment are verified, the case must be reevaluated to assure that the subject is qualified for inclusion in the security index under the criteria for such inclusion. A notation to the effect that the case has been reviewed for this purpose shall be made in the file.
- (e) If it is determined that the residence or business address or both have been changed from those appearing on the security index card, FD-122 should be submitted to the Bureau with the current residence or business address shown thereon. In such instances, FD-122 should show only the changes to be made on the security index card. FD-122 should be accompanied by form FD-366 for dissemination to Secret Service. Secret Service should be advised locally by dissemination of FD-366.

- (f) The subject of verifying addresses of security index subjects (other than top functionaries and key figures) shall be handled by reopening and assigning the cases for verification and closing the cases administratively upon accomplishment of verifications. Top functionary and key figure cases are to be handled as provided in section 87D 7f [(6).] Verifications should also be made at the time of submission of all annual investigative reports and should be reported therein.
- (8) Changes, additions, and deletions of data appearing on security index cards
- (a) Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, detcom classification, date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility (see 87D 7c (2) below), residence or business address. Exception: Change office of origin by form FD-128.
  - (b) Insertion or removal of cards from special section or unavailable section should be handled pursuant to 87D 7b (6) (b) III or IV.
  - (c) Temporary handwritten notations may be made on existing security index cards pending receipt of corrected cards from Bureau.
  - (d) Indicate use of FD-122 for changes by checking proper opening paragraph and submit without abstract.
  - (e) Set out only items being changed, added, or deleted. If being deleted, specify "Delete."
  - (f) Upon receipt from Bureau of corrected security index cards with duplicate copy of FD-122 (stamped "Corrected Security Index cards attached. Substitute for cards in file and destroy old cards. Place photograph and description on reverse side of geographical cards."), action to be taken includes:
    - I. Check accuracy of data on cards.
    - II. Transfer separate cards with descriptive data and photograph from back of old geographical section cards to back of corrected cards, staple them and file in geographical section. Exception: For special or unavailable section subjects, see 87D 7b (6) (b) III or IV above.
    - III. File third card in alphabetical section of security index.
    - IV. Destroy old cards.
- (9) Movement of subjects between offices and transfers of security index cards
- (a) Subjects of security index cards other than key figures and top functionaries
    - I. Requests to verify addresses of security index subjects from other offices must be assigned immediately and results of investigation to verify the new address must be transmitted to the office of origin within two weeks.
    - II. Office of origin, upon receipt of verification of address, should submit FD-128 immediately transferring office of origin. Forms regarding unavailable section subjects should be prepared in accordance with 87D 7b (6) (b) IV above.
    - III. Submit original and one copy of FD-128 to Bureau. Submit two copies thereof to office covering subject's new address, enclosing copies of all previous reports, other pertinent serials, photograph if available, and security index cards. FD-128 should show full title.
    - IV. Information concerning key facility employment of subject in new office should be furnished by that office to old office of origin so that geographical reference

- selecting key figures in the labor field, give consideration to the critical nature of the industry or trade involved and the fact that certain industries, such as transportation and communication, are particularly vulnerable to communist infiltration and sudden disruptive action.
- V. Editors, publishers, and business managers of generally recognized communist publications or communist publishing houses and operators of the important communist bookstores
  - VI. Prominent figures in the communist-owned and -controlled educational institutions, generally referred to as workers schools
  - VII. Attorneys and bondsmen who are active in the communist movement and are known to furnish important assistance to the communist movement
  - VIII. Espionage or nationalistic tendency subjects whose activities are connected to a significant degree with the program of the Communist Party, provided they have no recognized diplomatic status. Investigation and preparation, submission, and dissemination of reports governed by instructions issued in individual cases in this category and the general rules governing key figures as subsequently set forth in this section are not applicable to these subjects.

The above list is not all-inclusive. There may be individuals who, because of their profession, position in public life, Government employment, or other associations, may not see fit to serve outwardly in behalf of the Communist Party or its related groups but who, because of their established communist sympathies and their contributions to the communist movement, might well conform to the general key figure definition set out above. Membership in the Communist Party or other basic revolutionary organizations is not a prerequisite to being a key figure and the designation may apply to both citizens and aliens [and to black nationalist extremists.]

(b) Regulations governing the handling of the key figure program

I. Designation and deletion of key figure status

Designate or remove a subject as a key figure by individual letter to the Bureau carrying the subject in the caption and containing a brief statement as to the reason for designation or deletion.

Where office of origin for key figures is transferred, deletions in the old office of origin and additions in the new office are handled in accordance with 87D 7b (9) (b) above.

II. Photographs

Photographs must be obtained for each key figure. Whenever possible, the photographs should be obtained from public records, law enforcement agencies, state or Federal Government agencies, and similar sources. Where more direct means employed, use extreme care to avoid prejudicing the investigation. Send one copy of photograph of each key figure to the Bureau, either by cover letter or as enclosure to a report. Maintain a copy of each photograph in the subject's individual case file in the field. If album of key figure photographs maintained, be sure duplicates are also filed in each individual subject's file.

III. Handwriting specimens

Suitable handwriting specimens of each key figure must be obtained. Whenever possible, obtain handwriting specimens from public records, law enforcement agencies,

and similar sources. Again, if more direct means employed, use extreme care. Send specimens to the Bureau under a separate cover letter by registered mail for the attention of the FBI Laboratory. Letter should bear caption of individual case.

Handwriting specimens should be sufficiently extensive to permit possible future comparisons by the Laboratory. When specimens submitted may be of value as evidence, letter of transmittal should so state and Bureau should be requested to return specimens after copies have been made.

IV. Security index cards

Request preparation by FD-122 at the earliest possible moment. Same rules apply to preparation and maintenance as apply to other security index cards. All security index cards for key figures shall be tabbed for detcom under the priority apprehension program.

V. Change of office of origin

FD-128 changing office of origin on a key figure automatically deletes him as key figure in old office and adds him as a key figure in new office. For further instructions concerning the change of office of origin in these cases, see 87D 7b.(9). (b).

VI. Reports

(A) Character - Internal Security - (followed by appropriate letter designating the organizational affiliation or nationalistic tendency)

(B) Submit reports every six months [showing] the subject's activities since last report. The key figure designations should be continuously evaluated so that their status will not be continued unless justified. These cases may be placed in a pending-inactive status as soon as the following conditions exist:

- i. Reports have been submitted [showing] complete investigation definitely establishing by information of evidentiary nature subject's communist connections and activities and his importance in the communist movement plus essential background information.
- ii. When no further action necessary other than maintaining contact with informants, keeping informed of subject's whereabouts, and generally following his activities. It is imperative that established sources of information be continued and still further informant coverage effected.
- iii. Do not advise the Bureau by letter that case placed in pending-inactive status. Place cases on six-month ticklers to insure prompt submission of reports at six-month intervals.
- iv. Cases involving key figures and top functionaries should be maintained in a pending status until such time as suitable photographs of subjects are obtained unless, of course, circumstances dictate to the contrary, in which case the Bureau should be advised. The fact that handwriting specimens of key figures and top functionaries have not been secured should not prevent placing these cases in a pending-inactive status when all reasonable efforts have been made to secure them.

(C) Key figure cases may be closed and the designations deleted when subject enters the armed forces or other circumstances arise warranting such action. Additional information received shall be channeled to the closed file.

## VII. Maintenance of key figure list

- (A) Each office must maintain current list of key figures including top functionaries. List may be kept by simple list system, by maintaining a file wherein all additions and deletions to the list are reported, or by a card index system. Maintain key figure list separate from security index.
- (B) Key figures should retain their designation notwithstanding their departure for foreign travel or other circumstances requiring temporary discontinuance of investigation.
- (C) Should a key figure become subject of a security of Government employees investigation, his name should continue to appear on the key figure list, but the investigation shall proceed in accordance with existing instructions governing SGE cases.

## (3) Top functionaries

## (a) Definition

A top functionary is an individual, either a member or a nonmember of the Communist Party, to whom, because of his importance, it is necessary to give continuous investigative attention in order to keep abreast of communism on a national basis in the U. S. Necessarily, such an individual would be on a high policy level in the movement.

The term "top functionary" is not to be construed as requiring that individuals in this category must actually hold official positions in party organizations but shall be given a broad enough construction to include others who are of equal importance because of their influence in the movement itself, or their position and activities outside the party in labor, front, or similar organizations or movements. [Black nationalist extremists whose importance justifies continuous investigative attention should be considered for designation as top functionaries.]

## (b) Manner of designation

Prior Bureau authority necessary to designate a subject as a top functionary. Submit such recommendation to Bureau by letter containing reasons for the recommendation. Bureau desires to be very selective in this matter and to concentrate on individuals who, on a national basis, are the guiding hands in the communist movement.

At the seat of Government a careful appraisal will be made of the field's recommendation, following which the office will be advised concerning the Bureau's decision on the recommendation.

- (c) Regulations governing top functionaries
  - I. Regulations set forth under (2) (b) above pertaining to key figures relative to photographs, handwriting specimens, security index cards, change of office of origin, detcom tabbing, character of reports, and inclusion in the key figure list apply to individuals designated as top functionaries.
  - II. Reports
    - Submit reports on top functionaries quarterly. Make status pending-inactive if there are no outstanding leads for active investigation.

e. Correlation of other investigations with the security index and reserve index

Individuals investigated by the Bureau under any character against whom subversive information is developed must be constantly borne in mind for inclusion in the security index and/or reserve index.

- (1) Espionage and foreign intelligence investigations
  - Subjects of these investigations must be included in the security index or the reserve index if they meet the standards for inclusion therein. It is the responsibility of the investigating Agent or field supervising official to make appropriate recommendation for preparation of the security index card and/or the reserve index card, whenever appropriate.
- (2) Security of Government employees (SGE) investigations
  - Subjects of all SGE investigations against whom subversive derogatory information has been developed must be considered for inclusion in the security index and/or reserve index.

The Agent conducting investigation in the office covering the subject's residence must refer such cases to the field supervisor in charge of the security index program for appropriate handling. Copies of reports showing disloyal information must be submitted to the field office covering the subject's residence, when developed by any other office.

When an individual who has previously been investigated under the SGE character is the subject of a security index card and is still employed by the Federal Government or is being considered for Federal employment, the dual character of "Security of Government Employees" and the character of the subject's security case should be used in the report being submitted. This will insure that the reports are referred to the appropriate desks for supervision at the Bureau, as well as in the field. These reports should be written according to the standards prevailing for SGE reports.

Disseminate these dual character reports the same as any other security report. Representatives of other intelligence agencies requesting reports showing the actual SGE investigation should be informed to direct the request to their Washington headquarters for referral to the Bureau.

- (3) Atomic Energy Act, [U. S. Information Agency] applicant, departmental applicant, Bureau applicant, and other Bureau investigations
  - Subjects of all above investigations against whom subversive information has been developed must be considered for inclusion in the security index and/or the reserve index. In each such case the Agent conducting the investigation in the office covering the subject's residence must refer the matter to the field supervisor in charge of the security index program for appropriate handling.

Copies of reports showing disloyal information must be submitted to the office covering the subject's residence, whenever developed by another office.

When the subject of such an investigation is presently in the security index, a letter must be directed to the Bureau at the time the report is submitted advising that the subject is in the security index.

Information of interest to FBI and/or AEC obtained subsequent to completion of Atomic Energy Act - applicant investigations concerning AEC employees or persons having access to restricted data should be handled according to instructions in section 20, volume II, of this manual.

f. [Submission of and general rules concerning security reports]

(1) General

[Submission of summary reports should not be delayed for the purpose of conducting current investigation in previously closed cases, but appropriate leads should be set out.]

Cases of all security index subjects must be reopened or placed in a pending status for the purpose of preparing investigative reports in accordance with the schedule outlined in 87D 7f(6).]

Office indices and any material channelized to the case file since the most recent report should be reviewed and the case brought up to date by appropriate investigation to determine subject's current activities.

Each time that a case is reopened and brought up to date, it should be critically analyzed in the light of the security index criteria set out in 87D 7b (3) herein. This procedure must be followed on a continuing basis for each security index subject.

(2) Origin

The office of origin will be that office covering the territory wherein the subject's subversive activities occur. In most instances this will also be the office in which territory the subject resides and is employed. In those cases in which the subject's subversive activities take place in the territory of an office other than the office covering the place of residence and/or employment, the office of origin shall be that office which can best cover the subversive activities of the subject.

(3) Classification

- (a) 100 - for individuals affiliated with the basic revolutionary and front organizations of Marxian ideology
- (b) 105 - for members of Puerto Rican nationalist groups or others having nationalistic tendencies of a non-Marxist character
- (c) 157 - Nation of Islam and other black nationalist matters]

(4) Title

Only one subject shall be carried in the title of each report. Separate reports must be submitted for each subject regardless of their relationship; i.e., husband and wife, father and son, etc.



## (5) Character

## (a) Key figures and top functionaries

Internal Security (or Racial Matters if subject is a black nationalist)]- followed by the letters designating the organizational affiliation or nationalistic tendencies.

Examples:

Internal Security - C  
Internal Security - SWP  
[Racial Matters - NOI]

## (b) Others

Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.

Examples:

Security Matter - C  
Security Matter - SWP  
Security Matter - X (native fascist)  
Security Matter - M (miscellaneous)

When a subject is deleted as a key figure, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a key figure, the first report after the designation and all subsequent reports shall bear the internal security character. Communications regarding subjects who are employed in key facilities should bear the words "Key Facility" in the character. Communications regarding subjects who are members of the Communist Party, U.S.A., National Committee should bear the words "National Committee" in the character. [Black nationalist investigations and racial matters should be given the character set out in section 122, volume IV, of this manual.]

## (c) Status

All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:

## (a) Top functionaries

## I. Pending inactive

(A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

## (b) Key figures

## I. Pending inactive

(A) Reports are to be submitted semiannually. Forty-five days prior to the date a semiannual report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

## (c) Other security index subjects

## I. Closed

- (A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of an annual investigative report. If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter to the Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed. The cases shall be opened and assigned 45 days prior to the date the annual report is due. Such cases shall also be opened and assigned six months after submission of the annual report to accomplish verification of addresses. Upon such verification, the cases should be closed administratively.

## (d) Cases of subjects recommended for security index

## I. Pending inactive

- (A) If all active investigation completed at the time FD-122 forwarded to Bureau.
- (B) Set forth lead to follow Bureau for security index card and if approved for dissemination of report to Secret Service.

## II. Closed

- (A) Upon receipt of security index card from Bureau and dissemination to Secret Service
- (B) Thereafter follow by administrative tickler for investigative report as in [(c)] above.

## (e) Subjects not in security index who are not to be included therein

## I. Closed

- (A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

## (7) Content

- (a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.

## I. Background

- (A) Birth date
- (B) Citizenship status
- (C) Education
- (D) Marital status
- (E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
- (F) Identification record
- (G) Employment
- (H) Residence
- (I) Status of health (if known)

## II. Connections with Communist Party (or other basic revolutionary groups and/or front organizations [or black nationalist extremist groups])

- (A) Information concerning admission to revolutionary group including sponsors, etc.
- (B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

- (j) In connection with periodic reports in security index cases, there are instances in which evidence of extensive activity in subversive organizations will be developed. In these cases it is permissible to report such information in narrative-type statements without indicating exact dates of activity; however, the period of time involved must be shown, as well as the inclusive dates of the informant reports.

This type reporting is not to be utilized in Smith Act of 1940 cases or Internal Security Act of 1950 cases. The narrative statements must be statements of facts and not conclusions and information from each source must be reported in separate narrative statements.

- (k) The above instructions in no way remove responsibility for reporting all items of pertinence to the Bureau, bearing in mind the fact that Bureau files must be complete insofar as matters of substance are concerned, nor is responsibility removed for the reporting in detail of information tending to establish a subject's knowledge of the basic aims and purposes of the subversive organizations with which affiliated or information tending to establish that a subject holds revolutionary and/or anarchist beliefs.

In the documentation of narrative statements set forth the location of the original documents in the field office files by the file number and serial scope.

[ (8) ] Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

- I. Reserve index, security index, file numbers and titles of other cases, priority apprehension program, key figure or top functionary status, security index flash notices (FD-165), forms FD-122, FD-122a, FD-128, and FD-128a, and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature

- II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:
- (A) That subject's name is included in the security index [or agitator index]
  - (B) That data appearing on security index card is current
  - (C) That FD-122 has been submitted to Bureau where security index card changes are necessary
  - (D) That a suitable photograph is or is not available and date photograph was taken
  - (E) That subject is employed in a key facility and agency charged with security responsibility is specified and that agencies interested in that facility are specified
  - (F) Reason for classifying report
  - (G) Dates subject was previously interviewed and reason for not reinterviewing subject
  - (H) That subject no longer meets security index [or agitator index] criteria and a letter has been directed to the Bureau recommending cancellation
  - (I) That subject's case has been reevaluated and reasons are set forth as to why subject's activities continue to fall within security index [or agitator index] criteria
  - (J) That subject's security index card is or is not tabbed detcom and reasons why subject's activities warrant detcom tabbing

III. Form FD-305a containing items pertinent to reserve index subjects will be similarly utilized in connection with the submission of reports in reserve index cases.

(b) Documentation of reports

I. Deleted

II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.

III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.

IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of photostats of documents obtained by the other offices and the identity

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## E. INVESTIGATIONS OF COMMUNIST FRONT AND MISCELLANEOUS ORGANIZATIONS

## 1. Purposes

- a. To obtain sufficient pertinent data to make possible accurate determination of organization's true character
- b. To obtain intelligence data and keep Department and other interested Government agencies advised regarding existence and activities of subversive organizations
- c. To obtain legally admissible evidence re subversive nature of such organizations to permit implementation of:
  - (1) Internal Security Act of 1950
  - (2) Registration Act
  - (3) Smith Act of 1940
  - (4) Executive Order 10450

## 2. General policy

- a. Newly formed known or suspected subversive organizations, [including those affiliated with the new left movement]
  - (1) Upon receipt of information concerning formation of such a group, immediately open a case and advise Bureau at that time.
  - (2) [Conduct] sufficient inquiry [through established sources] to determine true character of group.
    - (a) If further investigation warranted, [submit report and, thereafter, handle in accordance with] established report writing procedures.
    - (b) If further investigation not warranted, advise Bureau results of [preliminary inquiry] and specific reasons for determination in letter form [and furnish any pertinent information developed in form suitable for dissemination.]
- b. Established subversive groups
  - (1) Keep Bureau currently advised by appropriate communication re pertinent activities including any changes in principal officers, structure of organizations, and forthcoming events.
  - (2) If no specific leads outstanding, case may be placed in pending-inactive status after submission of initial report.
  - (3) Submit reports at least every six months.
  - (4) In reports concerning communist front organizations and miscellaneous organizations, such as the Nation of Islam and those affiliated with the new left movement, leadership in which is grounds for inclusion in the security index, include on cover pages a statement that all persons named in the report as officers or leaders who reside within the area covered by the reporting office are listed in the security index or are informants or sources. The cover pages of reports concerning those organizations affiliated with the new left movement should also contain this statement in reference to leading activists in the organizations, as well as their officers or leaders. Exceptions should be named and a statement made as to the status of their investigations.
- c. Organizations political in character
  - (1) Investigation should not be instituted without Bureau approval.
  - (2) Furnish all pertinent information concerning communist infiltration, influence, or control of such organizations to Bureau in letter form.
- d. Organizations connected with institutions of learning
  - (1) No investigation to be conducted without prior Bureau approval
  - (2) If requesting Bureau authority to investigate, submit complete available data and reason investigation is desired.
  - (3) If Bureau authority granted, it will be permissible to contact all established reliable sources, including those functioning in an administrative capacity with an institution of learning.
  - (4) Before conducting any interview with a student, graduate student, or professor connected with an institution of learning re security-type investigation of an organization, whether organization itself has been connected with institution of learning, Bureau authority must be obtained to conduct such interview. Submit complete justification for desired interview to Bureau.
  - (5) Section 87D 5a (1) of this manual should be read in conjunction with above instructions.

- e. Legitimate non-Communist organizations that are Communist infiltrated
- (1) No investigation should be conducted without prior Bureau approval.
  - (2) Investigations should be handled most discreetly by experienced Agents.
  - (3) Advise Bureau promptly under caption "Cominfil (name of organization)" when one of the following exists and include your recommendation for instituting an investigation:
    - (a) The Communist Party has specifically instructed its members to infiltrate the organization.
    - (b) Communist Party members have infiltrated the organization in sufficient strength to influence or control the organization.
  - (4) When advising Bureau, include data concerning following items:
    - (a) Name and address of organization
    - (b) Extent of communist infiltration
    - (c) Identities of Communist Party members and positions held in organization
    - (d) Informant coverage afforded organization  
Set forth positions held by informants and whether informants are members or merely reporting on organization.
    - (e) Recommendation whether additional investigation is deemed warranted

Above instructions apply to local chapters or affiliates, as well as the national organization. Break down information required under items (c) and (d) above by local chapters where such exist.

- (5) No informant or source should be instructed by the FBI to join or attend meetings. If Communist Party asks the informant to do so, he should, of course, comply.
- (6) No member of the organization not already an established source should be contacted regarding the organization. This does not preclude pretext interviews where advisable.
- (7) Data concerning following topics should be fully developed and reported on:
  - (a) Basis for investigation and fact that our investigation is directed solely toward establishing extent of Communist Party infiltration, or that organization is specific target for infiltration, and that Bureau is not investigating legitimate activities of organization.
  - (b) Address of organization
  - (c) Brief characterization of organization, including total membership
  - (d) Principal officers of organization
  - (e) Communist Party program to infiltrate this organization and influence its policy
  - (f) Results of this program, including Communist Party affiliations of officers and members
- (8) Caption of all correspondence should contain the phrase "Communist Infiltration of" preceding the name of the organization.
- (9) In the event infiltration of the organization reaches such a proportion that its activities are dominated and controlled by the Communist Party, submit your recommendation to the Bureau regarding changing the investigation from communist infiltration to that of a communist front.



- i. Dissemination of information to Secret Service regarding plots against the President  
On 2-3-65, an "Agreement Between the Federal Bureau of Investigation and the Secret Service Concerning Presidential Protection" was signed and became effective. This agreement is set out in its entirety in section 102, volume IV, of this manual.

The agreement provides that the FBI, in its investigations of organizations whose activities are inimical to the welfare of the U. S., will be alert to and promptly notify Secret Service of any information indicating a plot against the person of the President; thereafter, it is the responsibility of Secret Service to initiate such action as is necessary to neutralize such a plot.

The field must be alert during the course of the investigation of an organization for information indicating a plot against the person of the President. Upon receipt of such information, immediately furnish complete details to the nearest office of Secret Service and appropriate local law enforcement agencies and advise the Bureau at that time by teletype, or telephone if the facts warrant, of the information furnished and the fact it has been so disseminated. An immediate attempt should be made to verify the information received but no evaluation of the information should be attempted.

Prepare at once a letterhead memorandum which should include complete details disseminated and the identities of the Secret Service officer and the local law enforcement officers to whom given and the date and time of notification. Promptly disseminate the letterhead memorandum locally to Secret Service and any other appropriate Government agency and furnish sufficient copies to the Bureau for dissemination at the SOG. Thereafter, copies of all letterhead memoranda and reports concerning the organization should be disseminated locally to Secret Service on a continuing basis and extra copies of such communications should be furnished the Bureau for dissemination at the SOG.

The field should insure that the identities of the members of the organization who are "in" on the plot are determined. Background information concerning the individuals (see items 1 and 3 of appendix A to the agreement) should be fully developed and included in the communications prepared and disseminated to Secret Service. If such identities and information are known at the time the initial information is received, they should be included in the first letterhead memorandum prepared in the matter.

3. Investigative procedures and suggestions re communist front organizations, [subversive organizations, suspected subversive organizations, and new left groups]

To accurately and clearly show true nature of [these] groups, data concerning the following topics, where applicable, should be fully developed and reported on:

- a. Origin and scope  
Date of formation. Circumstances under which founded.  
Determine who in Communist Party instructed organization be set up; whether decision to set up group made at meeting of party functionaries and, if so, identify functionaries present; identity of individual or individuals responsible for organizing group.  
Identify all known chapters, if any, and location thereof.
- b. Whether incorporated  
Many organizations are incorporated requiring filing of incorporation papers with appropriate state officials.

## c. Aims and purposes

[Particular emphasis should be placed on determining whether the organization advocates violence, resistance, and unlawful activity.]

## d. Location of headquarters

## e. Officers

List principal officers, board of directors, etc., and appropriate characterization of each showing [subversive] affiliation.

The cover pages of the report should state that all persons named as officers or leaders of the organization who reside within the area covered by the reporting office are listed in the security index or are informants or sources. [The cover pages of reports concerning those organizations affiliated with the new left movement should also contain this statement in reference to leading activists in the organization, as well as their officers or leaders.] Exceptions should be named and information furnished concerning the status of their investigations.

## f. Membership

Ascertain estimated membership. Whenever possible, secure membership lists, mailing lists, or other records showing affiliation with organization. Usually obtainable through informant coverage or utilization of various investigative techniques. Secure accurate description of all lists to make sure there is no confusion as to the exact identity or significance of list being reported on.

## g. Official organ, if any, and other literature

- (1) May be obtained through confidential mailbox, panel sources, and confidential informants
- (2) All such literature should be appropriately identified.
- (3) At least one copy of each pertinent piece of literature should be promptly furnished to Bureau.

## h. General activities

## i. Finances

Special efforts must be made to locate and monitor bank accounts of organizations. Location of bank accounts frequently obtainable through confidential informants, credit records, public utility records, records of rental agent, and monitoring of other organizations' bank accounts. [It is extremely important that emphasis be placed on determining if funds are being furnished the organizations from foreign sources and if there is any rapport between the organizations and organizations in foreign countries.]

## j. Support given to Communist Party

Preponderance of evidence should be developed showing support, financial or otherwise, given by the organization to the Communist Party.

## k. Support received from Communist Party

Preponderance of evidence should be developed showing support, financial or otherwise, received by the organization from the Communist Party.

## l. Implementation of Communist Party line

Can usually be shown through comparison of programs and literature of organization with those of Communist Party during any particular period.

Data concerning above topics can usually be secured through the following sources: confidential informants, incorporation records, bank records, literature and publications of organization, newspapers, public meetings and rallies, confidential investigative techniques, various types of public records, panel sources, confidential sources and other sources of information, interviews with past or present

G. INTERNAL SECURITY ACT OF 1950 (PUBLIC LAW 831, 81st CONGRESS, CHAPTER 1024, SECOND SESSION) (TITLE 50, USC, §§ 781-816) [(PUBLIC LAW 237, 90th CONGRESS)]

The Internal Security Act of 1950 became effective on 9-23-50. The act generally provides for the registration of communist-action and communist front organizations; amends the obstruction of justice statute; implements the espionage and sabotage statutes and various immigration and naturalization regulations; prohibits contributing to the establishment of a totalitarian dictatorship; and provides for the detention of individuals in the case of an emergency. [It was amended effective 1-2-68 to delete the requirement that communist organizations and their members register themselves with the Attorney General, a procedure ruled unconstitutional by the U. S. Supreme Court on the grounds that such action violated the constitutional rights against self-incrimination. The amended provisions provide that, upon petition by the Attorney General, the Subversive Activities Control Board would hold quasi-judicial hearings and would determine whether the individuals and organizations cited were communist. The Subversive Activities Control Board would instruct the Attorney General to maintain a public list of individuals found to be members of communist-action organizations and of groups found to be communist-action, communist front, or communist-infiltrated organizations.]

The following provisions of the Internal Security Act of 1950 appear elsewhere in this manual as follows:

Subject	Provisions of I. S. A. 1950	Manual references
Espionage	§§ 4b, c, d, e, f, 18, 19	36
Excludable aliens	22	105
Sabotage	21	86
Obstruction of justice	31	76

Sections 23-30 of the Internal Security Act of 1950 deal with immigration and naturalization matters which are under the primary jurisdiction of Immigration and Naturalization Service.

This section of the manual is limited to the remaining provisions of the Internal Security Act pertaining to communist-action organizations, communist front organizations, contributing to the establishment of a totalitarian dictatorship, and the detention of individuals in the case of an emergency.

#### 1. Communist-action organizations

##### a. Definition - Title 50, USC, § 782 (3)

"The term 'Communist-action organization' means any organization in the United States (other than a diplomatic representative or mission of a foreign government accredited as such by the Department of State) which (i) is substantially directed, dominated, or controlled by the foreign government or foreign organization controlling the world Communist movement referred to in section 781 of this title, and (ii) operates primarily to advance the objectives of such world Communist movement as referred to in said section."

##### b. [Deleted]

##### c. [Deleted]

##### d. Factors to be considered by the Subversive Activities Control Board in determining whether an organization is a communist-action organization (Title 50, USC, § 792 (c))

"(1) the extent to which its policies are formulated and carried out and its activities performed, pursuant to directives or to effectuate the policies of the foreign government or foreign organization in which is vested, or under the domination or control of which is exercised, the direction and control of the world Communist movement referred to in section 781 of this title; and

- "(2) the extent to which its views and policies do not deviate from those of such foreign government or foreign organization; and
- "(3) the extent to which it receives financial or other aid, directly or indirectly, from or at the direction of such foreign government or foreign organization; and
- "(4) the extent to which it sends members or representatives to any foreign country for instruction or training in the principles, policies, strategy, or tactics of such world Communist movement; and
- "(5) the extent to which it reports to such foreign government or foreign organization or to its representatives; and
- "(6) the extent to which its principal leaders or a substantial number of its members are subject to or recognize the disciplinary power of such foreign government or foreign organization or its representatives; and
- "(7) the extent to which, for the purpose of concealing foreign direction, domination, or control, or of expediting or promoting its objectives, (i) it fails to disclose, or resists efforts to obtain information as to, its membership (by keeping membership lists in code, by instructing members to refuse to acknowledge membership, or by any other method); (ii) its members refuse to acknowledge membership therein; (iii) it fails to disclose, or resists efforts to obtain information as to, records other than membership lists; (iv) its meetings are secret; and (v) it otherwise operates on a secret basis; and
- "(8) the extent to which its principal leaders or a substantial number of its members consider the allegiance they owe to the United States as subordinate to their obligations to such foreign government or foreign organization."

e. [Deleted]

f. [Deleted]

g. [Deleted]

h. [Deleted]

## 2. Communist front organizations

### a. Definition - Title 50, USC, § 782

"The term 'Communist-front organization' means any organization in the United States (other than a Communist-action organization" defined above) "which (A) is substantially directed, dominated, or controlled by a Communist-action organization, or (B) is substantially directed, dominated, or controlled by one or more members of a Communist-action organization, and (C) is primarily operated for the purpose of giving aid and support to a Communist-action organization, a Communist foreign government, or the world Communist movement, referred to in section 781 of this title."

b. [Deleted]

c. [Deleted]

### d. Factors to be considered by the Subversive Activities Control Board in determining whether an organization is a communist front organization (Title 50, USC, § 792 (f))

"(1) the extent to which persons who are active in its management, direction, or supervision, whether or not holding office therein, are active in the management, direction, or supervision of, or as representatives or members of, any Communist-action organization, Communist foreign government, or the world Communist movement referred to in section 781 of this title; and

"(2) The extent of which its support, financial or otherwise, is derived from any Communist-action organization, Communist foreign government, or the world Communist movement, referred to in section 781 of this title; and

"(3) the extent to which its funds, resources, or personnel are used to further or promote the objectives of any Communist-action organization, Communist foreign government, or the world Communist movement referred to in section 781 of this title; and

"(4) the extent to which the positions taken or advanced by it from time to time on matters of policy do not deviate from those of any Communist-action organization, Communist foreign government, or the world Communist movement referred to in section 781 of this title."

e. [Deleted]

f. [Deleted]

3. [How proceedings are instituted (Title 50, USC, § 792 (§ 13 of act))

Whenever the Attorney General has reason to believe that any organization is a communist-action organization or a communist front organization, or that any individual is a member of an organization determined by a final order of the Board to be such, he shall file a petition with the Board and serve upon the organization or individual, as the case may be, a copy thereof, for a determination that such is true via a hearing before the Board.

4. Findings of the Board and publication of same (Title 50, USC, § 792 (§ 13 of act))

If, after a hearing on the matter, the Board finds - (1) that an organization is a communist-action organization or a communist front organization, it shall make a report in writing to state its findings and cause to be served on such organization an order determining the organization to be a communist-action organization or a communist front organization, or (2) that an individual is a member of a communist-action organization, it shall make a report in writing in which it shall state its findings and cause to be served on such individual an order determining such individual to be a member of a communist-action organization.

a. Findings of the Board shall be published in the Federal Register that such orders have become final and this publication shall be notice to all persons that such orders have become final. Records of the Board concerning such hearings shall be available to the public.

5. Employment of members; contribution of funds, services, or advice by Government personnel (Title 50, USC, § 784 (§ 5 of act))

"(a) When there is in effect a final order of the Board determining any organization to be a Communist-action organization or a Communist-front organization, it shall be unlawful -

"(1) For any member of such organization, with knowledge or notice of such final order of the Board -

"(A) in seeking, accepting, or holding any nonelective office or employment under the United States, to conceal or fail to disclose the fact that he is a member of such organization; or

"(B) to hold any nonelective office or employment under the United States; or

"(C) in seeking, accepting, or holding employment in any defense facility, to conceal or fail to disclose the fact that he is a member of such organization; or

"(D) if such organization is a Communist-action organization, to engage in any employment in any defense facility; or

"(E) to hold office or employment with any labor organization, as that term is defined in section 2 (5) of the National Labor Relations Act, as amended (29 U. S. C. 152), or to represent any employer in any matter or proceeding arising or pending under that Act.

"(2) For any officer or employee of the United States or of any defense facility, with knowledge or notice of such final order of the Board -

"(A) to contribute funds or services to such organization; or

"(B) to advise, counsel or urge any person, with knowledge or notice that such person is a member of such organization, to perform, or to omit to perform, any act if such act or omission would constitute a violation of any provision of paragraph (1) of this subsection."

- [ 6. Use of mail and instrumentalities of interstate or foreign commerce (Title 50, USC, § 789 (§ 10 of act ))  
The act requires any person acting for or on behalf of any organization for which there is in effect a final order of the Board determining it to be a communist-action organization or communist front to label properly all publications transmitted through the mail or by any means or instrumentality of interstate or foreign commerce.]
- [ 7.] Penalties (Title 50, USC, § 794 (§ 15 of act ))  
Any organization which violates any provision of section 10 of this act shall, upon conviction thereof, be punished for each such violation by a fine of not more than \$10,000. Any individual who violates any provision of section 5 or 10 of this act shall, upon conviction thereof, be punished for each such violation by a fine of not more than \$10,000 or by imprisonment for not more than five years, or by both.
- [ 8.] Reporting of evidence developed on individual members  
Any admissible evidence showing a violation of the Internal Security Act of 1950, [as amended] (Title 50, USC, § 784), as it pertains to union officers, employees, and representatives of management [ (see item 5, part (a) (1) (E) above, ] and volume III, section 67C, of this manual), should be furnished the Bureau in a report on the individual and the report should carry the single character, Internal Security Act of 1950 - Labor (classification 122). Any admissible evidence showing a violation of this act on the part of any other individual should be furnished the Bureau in report on the individual and the report should carry the dual character, Internal Security - C or Security Matter - C; and Internal Security Act of 1950 (classification 100), except employment in a defense facility in which case the words "Defense Facility" should appear instead of Internal Security Act of 1950. See section 87D of this manual for complete instructions relative to investigation of individuals.
- [ 9.] Instructions  
The Bureau's responsibilities in connection with the internal security of this country necessitate that we promptly and thoroughly investigate all organizations subject to communist infiltration, influence, or control as set forth in section 87E of this manual. In view of the Internal Security Act of 1950, the necessity of developing legally admissible evidence as to the communist character of any organization must be emphasized during our investigation. Keeping in mind the factors to be considered by the Subversive Activities Control Board in determining whether an organization is a communist front, every effort must be made to develop legally admissible evidence relating to these factors. An investigation of any organization which might fall within the provisions of the Internal Security Act of 1950 should carry the dual character, Internal Security - C, Internal Security Act of 1950.
- [ 10.] Emergency detention provisions (Title 50, USC, §§ 811-826)  
Sections 100 to 111 inclusive cover the detention provisions of the act in the event of a state of "Internal Security Emergency" and set up a program for the arrests of certain individuals, provisions for hearings after arrest, and the right to judicial review. Criminal provisions are set out in sections 112 to 114 inclusive, making it unlawful in connection with the detention provisions of the act to resist arrest, knowingly disregard or evade apprehension, escape from confinement, or conspire with others to escape from confinement or detention. Violations are also set out covering the aiding and assisting in the commission of the violations mentioned above and in the willful interference with the activities of any member of a review board set up under the detention provisions or any of its agents.
- a. Bureau instructions  
These provisions do not affect instructions regarding individuals considered dangerous or potentially dangerous to the internal security as outlined in section 87D of this manual.

[ [11.] Contributing to the establishment of a totalitarian dictatorship; (Title 18, USC, § 783(a))  
Section 4(a) of the Internal Security Act of 1950 provides that it shall be unlawful for any person knowingly to combine, conspire, or agree with any other person to perform any act which would substantially contribute to the establishment within the U. S. of a totalitarian dictatorship, the direction and control of which [is to] be vested in, or exercised by or under the domination or control of, any foreign government, foreign organization, or foreign individual. (The term "totalitarian dictatorship," according to the act, refers to systems of government not representative in fact, characterized by (A) the existence of a single political party, organized on a dictatorial basis, with so close an identity between such party and its policies and the governmental policies of the country in which it exists, that the party and the government constitute an indistinguishable unit, and (B) the forcible suppression of opposition to such party.)

a. Elements

- (1) A person knowingly combined, conspired, or agreed with another person
- (2) To perform any act which would substantially contribute to the establishment within the U. S. of a totalitarian dictatorship
- (3) The direction and control of which is to be vested in, or exercised by or under the control of, any foreign government, foreign organization, or foreign individual

b. Penalty

Maximum - \$10,000 or ten years or both, and thereafter be ineligible to hold any office or place of honor, profit, or trust created by the Constitution or laws of the U. S.

c. Statute of limitations

Ten years, except statute will not run on officer or employee of the U. S., etc., until after his employment has ceased.

d. Evidence

Neither the holding of office nor membership in any communist organization by any person shall constitute per se a violation of section 4(a) of the Internal Security Act of 1950 or of any other criminal statute.

e. Departmental instructions

The Department has requested the Bureau to furnish any information developed relating to this violation.

f. [Deleted]

H. COMMUNIST CONTROL ACT OF 1954 (PUBLIC LAW 637-83RD CONG S, CHAPTER 886 - SECOND SESSION) (TITLE 50, USC, §§ 841-844)

The Communist Control Act of 1954 became effective on 8-24-54, when the legislation was signed into law by the President. The act is divided into three measures: (1) termination of rights, privileges, and immunities formerly enjoyed by the Communist Party and subsidiary organizations, (2) determining membership in the Communist Party, USA, and other subversive groups, and (3) amendment to the Internal Security Act of 1950 bringing within its purview Communist-infiltrated organizations.

I. Terminating rights, privileges, and immunities

Title 50, USC, § 842, provides "The Communist Party of the United States, or any successors of such party regardless of the assumed name, whose object or purpose is to overthrow the Government of the United States, or the government of any State, Territory, District, or possession thereof, or the government of any political subdivision therein by force and violence, are not entitled to any of the rights, privileges and immunities attendant upon legal bodies created under the jurisdiction of the laws of the United States or any political subdivision thereof; and whatever rights, privileges and immunities which have heretofore been granted to said party or any subsidiary organization by reason of the laws of the United States or any political subdivision thereof, are hereby terminated: Provided, however, That nothing in this section shall be construed as amending the Internal Security Act of 1950, as amended."

The Department has advised that the purpose of this provision is not to constitute the Communist Party an illegal organization so as to make mere membership a criminal offense, punishable as a misdemeanor or felony. Rather, it was intended by Congress, and the statute's apparent effect is, merely to strip the party of rights, privileges, and immunities under Federal law as an alleged political party and in other respects without affecting its amenability to the Internal Security Act of 1950, as amended.

No particular enforcement measures are provided for under this section. The forums where this provision will most likely be tested are various administrative agencies of the U.S. and its political subdivisions. This section may also result in civil litigation in U.S. District courts, possibly in the nature of mandamus, injunction, quo warranto and scire facias proceedings.

The question as to what "rights, privileges and immunities" the Communist Party heretofore has enjoyed and now has lost is a legal question which must be decided on the merits of each individual case. The Department has advised that it does not contemplate initiating any action per se under this section of the act and will leave to the interested Government agency involved the decision of initiating civil action to terminate the rights, privileges and immunities formerly enjoyed by the Communist Party, USA. The Department has suggested that the following types of information be forwarded to the interested Government agency by the Bureau for its information and consideration under this act. The Department desires to be advised of this referral for its information only.

- a. Petitions, applications, slates and similar documents filed with competent election authorities on behalf of the Communist Party and its candidates for Federal office, or for office in any political subdivision of the U.S., as aforesaid, in connection with any primary or election
- b. Permits, licenses, etc., issued to the Communist Party, or to any of its subsidiaries, by any department or agency of the Government of the U.S., or of its political subdivisions. This includes mailing permits issued by the Post Office Department, import and export licenses granted by the Department of Commerce and approved by the Bureau of Customs, etc.
- c. Applications filed by the Communist Party, or any of its subsidiaries, with any department or agency of the Government of the U.S., or of



- (b) Where potential dangerousness of a subject has been established and inclusion of that subject in security index is warranted, the office of origin shall submit a recommendation for inclusion in security index by submitting form FD-122 to Bureau. Form must be prepared in triplicate. Original and one copy shall be forwarded to Bureau and one copy will be placed in subject's investigative case file.

Nothing should appear on FD-122 or subsequently on the security index card which is not in the subject's case file. Form FD-122 has two uses: (1) to recommend a subject for inclusion in the security index and (2) to submit changes to data which appears on face of security index cards already existent.

Proper selection should be made in the opening paragraph option. FD-122 is submitted with abstract when used to recommend the subject for inclusion in the security index and without abstract when used to indicate additions, deletions, or changes in data appearing on existing cards.

- (c) When form FD-122 is submitted to Bureau recommending inclusion of a name in security index, attach additional page or pages setting out a succinct summary of facts on which recommendation has been based. Facts must be in detail to clearly show soundness of recommendation. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must contain pertinent dates of subject's activities.
- (d) When, at conclusion of investigation, subject's name is not being recommended for security index, set out a brief summary statement in the appropriate communication closing the case showing reasons for the decision.
- (e) Security index cards shall be recommended by and maintained by office of origin only.
- (f) A current report must be in possession of the Bureau when subject is recommended for security index. If it is the initial report in the case, it must be a summary report. If, however, prior investigative reports have been submitted which are suitable for dissemination and are appropriately documented, a summary report need not be submitted.
- (g) To assure that subject recommended for security index will receive proper attention, case shall be kept in pending or pending-inactive status until security index card has been received from Bureau and filed in office security index. If case continues in pending status because of outstanding investigation, reports shall carry a lead to follow authorization of security index card by the Bureau and if approved to disseminate a copy of the report to Secret Service in addition to other leads. If outstanding investigation has been completed and case would otherwise be closed upon submission of the report and form FD-122, case shall be placed in pending-inactive status with lead to follow authorization of security index card by Bureau and if approved to disseminate the copy of the report to Secret Service. In latter instance, upon receipt of security index card and following local dissemination to Secret Service, case may be closed administratively.
- (h) Recommendation for security index card should not be delayed because of absence of information concerning race, sex, citizenship, date and place of birth, or description where security index card is warranted. In such instances, recommendation for the card should be submitted with current report and case retained in pending status with active investigation continuing to determine missing items of information.

- (i) Subjects missing or out of country may be recommended for the security index provided instructions set forth in 87D 6b (3) and (4) are followed. Forms FD-122 submitted on subjects should include data required in 87D 7b (6) (b) IV below.
- (j) When form FD-122 is submitted recommending a security index card be prepared on a subject who is of Chinese extraction, the words "Other - Chinese" must be included in the space on the form calling for a statement as to the subject's race. When form FD-122 is submitted recommending that a security index card be prepared on a person who is not of Chinese extraction but who has shown definite sympathies with Communist China, the form should include under "Miscellaneous" a statement to the effect, "sympathetic to Communist China."
- (k) Upon receipt of form FD-122 at Bureau, the case of the subject will be reviewed and if recommendation of field is concurred in, security index cards will be prepared. Duplicate copy of form shall be returned to office of origin stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." The three cards shall be filed in security index as outlined below. The returned copy of FD-122 shall be placed in subject's main investigative case file. Offices with geographical breakdown by residence and employment will receive an extra card.
- (1) When security index cards are received from Bureau, data thereon must be checked for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards of similar size to security index cards which are stapled to back of two of the cards. One card will then be filed in the geographical section of office security index (except special section cards and unavailable section cards - see 87D 7b (6) (b) III and IV below), and one card shall be filed in the duplicate security index maintained away from headquarters city. The other card is filed in alphabetical section of security index. No information shall be permanently added, deleted, or changed on face of security index card without complying with instructions set forth below under 87D 7b (8).
- (5) Content and appearance of security index card
- (a) Data to appear on face of card
- When complete, face of security index card should contain the following information. If any of items enumerated in I through XIV are missing at time the security index card is made, the case should be continued as pending and investigation conducted to obtain the necessary information. Set forth under each item below are possible categories in which subject may be classified, together with code letters which should be placed in appropriate space on form FD-122 when sending form to Bureau recommending security index card be prepared. Code letters should subsequently appear on security index cards received from Bureau.
- I. Name and aliases  
The full and correct name and aliases of the subject must be contained on the security index card. When the true name of a subject or any aliases are changed, added, deleted, or are found to be incorrect, form FD-122 must be submitted showing the correct data to be placed on the security index card.
- II. Race
- |                     |   |
|---------------------|---|
| White and Caucasian | W |
| Negro               | N |
| Chinese             | C |
| Others              | O |
- (All others including Orientals (except Chinese), American Indians, etc.)

- III. Sex  
Male M  
Female F
- IV. Citizenship  
Native born NB  
Naturalized NA  
Alien AL  
(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)
- V. Organizational affiliation or nationalistic tendency  
Communist Party, USA CCM  
Progressive Labor Party PLP  
Socialist Workers Party SWP  
Johnson-Forest Group JFG  
American Socialist Clubs ASC  
Nationalist groups  
advocating independence  
for Puerto Rico PRN  
Proletarian Party of America PPA  
[Students for a Democratic Society SDS  
Spartacist League SPL  
Provisional Organizing  
Committee for a Marxist-Leninist Communist Party POC  
Workers World Party WWP  
Anarchist ANA]  
Nation of Islam NOI  
[Revolutionary Action Movement RAM  
Student Nonviolent Coordinating Committee SNC  
Black Nationalist BNT]  
Bulgarian BUL  
Cuban CUB  
Czechoslovakian CZE  
Hungarian HUN  
Romanian ROM  
Russian RUS  
Yugoslavian YUG
- VI. Dangerousness classification (where applicable)  
Detcom DC
- VII. Key figure and top functionary designation (where applicable)  
Key figure KF  
Top functionary TF
- VIII. Special section cards  
Atomic energy program employees AEP  
Cuban special section CUB  
Espionage subjects ESP  
Foreign government employees FGE  
Pro-Tito subjects YUG  
United Nations employees UNE  
U. S. Government employees GOV
- IX. Unavailable section cards  
Missing MI  
Out of country OC  
Imprisoned PR
- X. Date and place of birth
- XI. Key facility geographical reference number obtained from the Department of Defense Key Facilities List and abbreviation denoting the agency having security responsibility for the key facility (where applicable)
- XII. Residence address
- XIII. Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.
- XIV. Field office file number

## (b) Data appear on separate attached card

- I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.
  - (A) Complete description
  - (B) Notation that security index flash notice has been submitted for posting in Identification Division
  - (C) Photograph, with date taken placed below. [This photograph is to be the most current or best likeness of subject.]
  - (D) Dangerous characteristics of subject, including notation if subject possesses firearms
  - (E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notice in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.

III. Form 186 is used for purpose of compiling information to be placed on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

## (6) Arrangement of the security index

## (a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

- (D) Whether or not defector available for interview by all Agents
- (E) Whether he is in position to testify and willing to do so

- III. Do not include information concerning security informants for security reasons.
- IV. Proper maintenance of this file will be useful in identifying persons who may be in a position to furnish information of value in the future and will obviate necessity of extensive file reviews in this connection.
- V. A special index may be used for this file if desirable. If used, it should contain cards filed alphabetically indicating names, times, and places defectors were in a subversive movement and a brief description of information available from them. Break index down geographically and subdivide by years if desirable.

#### 7. Administrative procedures

##### [a. Reserve index

###### (1) Purpose

The reserve index is designed to represent those persons who, in the light of ever-changing conditions, should be continually borne in mind from the standpoint of the security of the country with a view toward possible investigation, interrogation, or action under the security index program. This index may serve as an administrative aid and working index containing a central repository of the names of individuals having sympathy for or affiliation with the Communist Party or other basic revolutionary organizations.

###### (2) Individuals to be included

The index is to contain names of individuals when, following investigation, the information does not justify the inclusion of the subject's name in the security index when there is evidence of:

- (a) Membership in a basic revolutionary organization subsequent to January 1, 1949, together with some indication of sympathy or association with such an organization or a subversive front organization subsequent to the reported membership and no reliable evidence of defection
- (b) Investigation has failed to substantiate allegations of membership in a revolutionary organization within the past five years, coupled with some evidence or information indicating activity, association, or sympathy for the subversive cause within the same period, and no reliable evidence of defection.
- (c) The individual, within the past five years, by his activities, writings, financial support, or conduct in relation to and support of subversive organizations or the international communist movement is in a position to influence others at the time of a national emergency and no reliable evidence of defection.
- (d) Leadership or substantial activities in a major subversive front group over three years ago, together with some evidence of continuing activity, association, or sympathy for the subversive cause within three years and no reliable evidence of defection
- (e) Membership in a subversive front organization within the past three years and no reliable evidence of defection

## (3) Arrangement

This index is to be maintained in two sections, section A and section B. Each section will be maintained alphabetically on 5- by 11-inch cards.

## (a) Section A

Section A of the reserve index is designed to represent a special group of individuals who should receive priority consideration with respect to investigation and/or other action following the apprehension of security index subjects.

I. Section A should include those individuals whose subversive activities do not bring them within the security index criteria but who, in a time of national emergency, are in a position to influence others against the national interest or are likely to furnish material/financial aid to subversive elements due to their subversive associations and ideology. Include in this section those individuals meeting the standards for inclusion in the reserve index and who fall within the following categories:

- (A) Professors, teachers, and educators
- (B) Labor union organizers or leaders
- (C) Writers, lecturers, newsmen, entertainers, and others in the mass media field
- (D) Lawyers, doctors, and scientists
- (E) Other potentially influential persons on a local or national level
- (F) Individuals who could potentially furnish material financial aid

## II. Recommendations for inclusion of names in the reserve index (section A)

(A) Recommendations for inclusion of names in section A of the reserve index are to be submitted to the Bureau by form FD-302. A succinct summary setting forth the basis for the recommendation should be attached to the form FD-302a unless the recommendation is made simultaneously with a recommendation that the subject's name be deleted from the security index. In addition, if no report is accompanying the recommendation, a statement to that effect should appear on the page containing the succinct summary.

(B) Upon Bureau approval of recommendation for the inclusion of an individual's name in section A of the reserve index, two reserve index cards will be forwarded to the field. Add on the reverse side available descriptive data. One card is to be filed in your office, and one card is to be filed away from headquarters city at the same location as the extra set of security index cards is now stored.

III. [The field office file of a reserve index A subject should be reviewed whenever informant information or other information is channeled to the file. A determination should be made as to whether additional investigation is warranted and whether current information is sufficient for inclusion in the reserve index.]

- (A) [Deleted]
- (B) [Deleted]
- (C) [Deleted]

IV. Changes, additions, and deletions of data appearing in section A of reserve index cards

- (A) Changes in data appearing on section A reserve index cards should be submitted to the Bureau on form FD-122a.
- (B) Deletions from section A of the reserve index should be recommended by letter. The letter should set forth the basis for the recommendation.
- (C) Changes in office of origin are to be handled by submission of form FD-128a. Forward section A cards to new office of origin.

(b) Section B

- I. This section is to contain the names of all other individuals included in the reserve index. This section is to be maintained only in the field office. [The file of a reserve index B subject should be reviewed whenever informant information or other information is channeled to the file. A determination should be made at that time as to whether additional investigation is warranted.]
- II. Changes in office of origin are to be handled by submission of form FD-128a. Forward section B cards to new office of origin.

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## E. INVESTIGATIONS OF COMMUNIST FRONT AND MISCELLANEOUS ORGANIZATIONS

## 1. Purposes

- a. To obtain sufficient pertinent data to make possible accurate determination of organization's true character
- b. To obtain intelligence data and keep Department and other interested Government agencies advised regarding existence and activities of subversive organizations
- c. To obtain legally admissible evidence re. subversive nature of such organizations to permit implementation of:
  - (1) Internal Security Act of 1950
  - (2) Registration Act
  - (3) Smith Act of 1940
  - (4) Executive Order 10450

## 2. General policy

- a. Newly formed known or suspected subversive organizations
  - (1) Upon receipt of information concerning formation of such a group, immediately open a case and advise Bureau at that time.
  - (2) After conducting sufficient inquiry to determine true character of group
    - (a) If further investigation warranted, advise Bureau through established report writing procedures.
    - (b) If further investigation not warranted, advise Bureau results of investigation and specific reasons for determination in letter form.
- b. Established subversive groups
  - (1) Keep Bureau currently advised by appropriate communication re pertinent activities including any changes in principal officers, structure of organizations, and forthcoming events.
  - (2) If no specific leads outstanding, case may be placed in pending-inactive status after submission of initial report.
  - (3) Submit reports at least every six months.
  - (4) In reports concerning communist front organizations and miscellaneous organizations, such as the Nation of Islam [and those affiliated with the new left movement], leadership in which is grounds for inclusion in the security index include on cover pages a statement that all persons named in the report as officers or leaders who reside within the area covered by the reporting office are listed in the security index or are informants or sources. [The cover pages of reports concerning those organizations affiliated with the new left movement should also contain this statement in reference to leading activists in the organizations, as well as their officers or leaders.] Exceptions should be named and a statement made as to the status of their investigations.
- c. Organizations political in character
  - (1) Investigation should not be instituted without Bureau approval.
  - (2) Furnish all pertinent information concerning communist infiltration, influence, or control of such organizations to Bureau in letter form.
- d. Organizations connected with institutions of learning
  - (1) No investigation to be conducted without prior Bureau approval
  - (2) If requesting Bureau authority to investigate, submit complete available data and reason investigation is desired.
  - (3) If Bureau authority granted, it will be permissible to contact all established reliable sources, including those functioning in an administrative capacity with an institution of learning.
  - (4) Before conducting any interview with a student, graduate student, or professor connected with an institution of learning re security-type investigation of an organization, whether organization itself has been connected with institution of learning, Bureau authority must be obtained to conduct such interview. Submit complete justification for desired interview to Bureau.
  - (5) Section 87D 5a (1) of this manual should be read in conjunction with above instructions.
- e. Legitimate noncommunist organizations that are communist infiltrated
  - (1) No investigation should be conducted without prior Bureau approval.

- (2) Investigations should be handled most discreetly by experienced Agents.
- (3) Advise Bureau promptly under caption "Cominfil (name of organization)" when one of the following exists and include your recommendation for instituting an investigation:
  - (a) The Communist Party has specifically instructed its members to infiltrate the organization.
  - (b) Communist Party members have infiltrated the organization in sufficient strength to influence or control the organization.
- (4) When advising Bureau, include data concerning following items:
  - (a) Name and address of organization
  - (b) Extent of communist infiltration
  - (c) Identities of Communist Party members and positions held in organization
  - (d) Informant coverage afforded organization  
Set forth positions held by informants and whether informants are members or merely reporting on organization.
  - (e) Recommendation whether additional investigation is deemed warranted

Above instructions apply to local chapters or affiliates, as well as the national organization. Break down information required under items (c) and (d) above by local chapters where such exist.

- (5) No informant or source should be instructed by the FBI to join or attend meetings. If Communist Party asks the informant to do so, he should, of course, comply.
- (6) No member of the organization not already an established source should be contacted regarding the organization. This does not preclude pretext interviews where advisable.
- (7) Data concerning following topics should be fully developed and reported on:
  - (a) Basis for investigation and fact that our investigation is directed solely toward establishing extent of Communist Party infiltration, or that organization is specific target for infiltration, and that Bureau is not investigating legitimate activities of organization.
  - (b) Address of organization
  - (c) Brief characterization of organization, including total membership
  - (d) Principal officers of organization
  - (e) Communist Party program to infiltrate this organization and influence its policy
  - (f) Results of this program, including Communist Party affiliations of officers and members
- (8) Caption of all correspondence should contain the phrase "Communist Infiltration of" preceding the name of the organization.
- (9) In the event infiltration of the organization reaches such a proportion that its activities are dominated and controlled by the Communist Party, submit your recommendation to the Bureau regarding changing the investigation from communist infiltration to that of a communist front.

should be completely filled out just as if a first recommendation is being made, and submitted with a current report. If not, the Bureau should be advised of the reasons for not activating his security index card. If either case, label the inactive card.

(7) Periodic verification of addresses

- (a) The data on all security index cards shall be in an up-to-date form at all times.
- (b) The whereabouts of all security index subjects should be known at all times. The residence and business addresses of all security index subjects must be checked at least once each six months, except those imprisoned and those who were included in the security index because of disaffection for the U. S. (disaffection to a Sino-Soviet-bloc country, [including Cuba since 10-1-60]) (see section 105G, item 3, volume IV, of this manual). The residence and employment of those who were included in the security index because of disaffection for the U. S. must be verified every thirty days. The case of any security index subject who is out of the country must be followed at least each six months to determine if he has returned to this country.

Perfect arrangements to be advised on a current basis of any indication that the subject is engaged in subversive activities, is exhibiting violent tendencies, or plans to change his residence or employment. Periodic checks to verify residence or business addresses may be made under appropriate pretext by telephone, or other expeditious means.

- (c) The physical characteristics and description of each security index subject shall be determined or verified by personal observation and the individual case file of each security index subject shall show that this has been done. If a security index subject has not been personally observed previously, this should be done during the next verification of the subject's residence and/or business addresses.
- (d) Use form FD-154 in verifying addresses of security index subjects when its use will facilitate the checking of the addresses. When FD-154 is not used in verifying addresses, a notation must be made on the last FD-154, FD-122, or FD-128 in the subject's case file showing the subject's current residence and business addresses and the date such addresses were verified. This must be done to assure that the file will contain all information concerning the status of the case and that the file will come to the attention of the Agent or field supervisor to determine if additional action is warranted at the time of the verification of addresses. Each time that a security index subject's residence and employment are verified, the case must be reevaluated to assure that the subject is qualified for inclusion in the security index under the criteria for such inclusion. A notation to the effect that the case has been reviewed for this purpose shall be made in the file.
- (e) If it is determined that the residence or business address or both have been changed from those appearing on the security index card, FD-122 should be submitted to the Bureau with the current residence or business address shown thereon. In such instances, FD-122 should show only the changes to be made on the security index card. FD-122 should be accompanied by form FD-366 for dissemination to Secret Service. Secret Service should be advised locally by dissemination of FD-366.

- (f) The project of verifying addresses of security index subjects (other than top functionaries and key figures) shall be handled by reopening and assigning the cases for verification and closing the cases administratively upon accomplishment of verifications. Top functionary and key figure cases are to be handled as provided in section 87D 7f (8). Verifications should also be made at the time of submission of all annual investigative reports and should be reported therein.
- (8) Changes, additions, and deletions of data appearing on security index cards
- (a) Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, detcom classification, date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility (see 87D 7c (2) below), residence or business address. Exception: Change office of origin by form FD-128.
  - (b) Insertion or removal of cards from special section or unavailable section should be handled pursuant to 87D 7b (6) (b) III or IV.
  - (c) Temporary handwritten notations may be made on existing security index cards pending receipt of corrected cards from Bureau.
  - (d) Indicate use of FD-122 for changes by checking proper opening paragraph and submit without abstract.
  - (e) Set out only items being changed, added, or deleted. If being deleted, specify "Delete."
  - (f) Upon receipt from Bureau of corrected security index cards with duplicate copy of FD-122 (stamped "Corrected Security Index cards attached. Substitute for cards in file and destroy old cards. Place photograph and description on reverse side of geographical cards."), action to be taken includes:
    - I. Check accuracy of data on cards.
    - II. Transfer separate cards with descriptive data and photograph from back of old geographical section cards to back of corrected cards, staple them and file in geographical section. Exception: For special or unavailable section subjects, see 87D 7b (6) (b) III or IV above.
    - III. File third card in alphabetical section of security index.
    - IV. Destroy old cards.
- (9) Movement of subjects between offices and transfers of security index cards
- (a) Subjects of security index cards other than key figures and top functionaries
    - I. Requests to verify addresses of security index subjects from other offices must be assigned immediately and results of investigation to verify the new address must be transmitted to the office of origin within two weeks.
    - II. Office of origin, upon receipt of verification of address, should submit FD-128 immediately transferring office of origin. Forms regarding unavailable section subjects should be prepared in accordance with 87D 7b (6) (b) IV above.
    - III. Submit original and one copy of FD-128 to Bureau. Submit two copies thereof to office covering subject's new address, enclosing copies of all previous reports, other pertinent serials, photograph if available, and security index cards. FD-128 should show full title.
    - IV. Information concerning key facility employment of subject in new office should be furnished by that office to old office of origin so that geographical reference



- II. Race  
 White and Caucasian W  
 Negro N  
 Chinese C  
 Others. O  
 (All others including Orientals (except Chinese),  
 American Indians, etc.)
- III. Sex  
 Male M  
 Female F
- IV. Citizenship  
 Native born NB  
 Naturalized NA  
 Alien AL  
 (If citizenship status is unknown when security  
 index card is recommended, space should be left  
 blank but status should be ascertained and sub-  
 mitted by FD-122.)
- V. Organizational affiliation or nationalistic tendency  
 Communist Party, USA COM  
 Progressive Labor Party PLP  
 Socialist Workers Party SWP  
 Johnson-Forest Group JFG  
 American Socialist Clubs ASC  
 Nationalist groups  
 advocating independence  
 for Puerto Rico PRN  
 Proletarian Party of America PPA  
 Nation of Islam NOI  
 Bulgarian BUL  
 Cuban CUB  
 Czechoslovakian CZE  
 Hungarian HUN  
 Romanian ROM  
 Russian RUS  
 Yugoslavian YUG
- VI. Dangerousness classification (where applicable)  
 Detcom DC
- VII. Key figure and top functionary designation (where applicable)  
 Key figure KF  
 Top functionary TF
- VIII. Special section cards  
 Atomic energy program  
 employees AEP  
 Cuban special section CUB  
 Espionage subjects ESP  
 Foreign government employees FGE  
 Pro-Tito subjects YUG  
 United Nations employees UNE  
 U. S. Government employees GOV
- IX. Unavailable section cards  
 Missing MI  
 Out of country OC  
 Imprisoned PR
- X. Date and place of birth
- XI. Key facility geographical reference number obtained from  
 the Department of Defense Key Facilities List and abbrev-  
 iation denoting the agency having security respon-  
 sibility for the key facility (where applicable)
- XII. Residence address
- XIII. Employment address and any additional data deemed  
 necessary to assist in locating a subject in an  
 emergency. Labor union affiliation, if any.
- XIV. Field office file number

- (b) Data to appear on separate attached card
- I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.
    - (A) Complete description
    - (B) Notation that security index flash notice has been submitted for posting in Identification Division
    - (C) Photograph, with date taken placed below. [This photograph is to be the most current or best likeness of subject.]
    - (D) Dangerous characteristics of subject, including notation if subject possesses firearms
    - (E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents
  - II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.
  - III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

agency responsible for such action. Forward such data to Bureau and incorporate in next report submitted concerning individual in question. Where no investigation has been conducted by Bureau and there is no case on individual being denied clearance, give consideration to opening a security investigation if information received from intelligence agency warrants such action.

- (2) Inclusion in security index  
In recommending key facility employee for inclusion in security index, FD-122 is to contain:
- (a) Key facility geographical reference number
  - (b) Abbreviation for agency having security responsibility. [The Department of the Army has been designated the agency having security responsibility for all key facilities.]
  - (c) Abbreviations for other agencies known to have classified contracts with the key facility. Interested agencies should be identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards returned from Bureau.
  - (d) [Deleted]

If subject of existing security index card is found to have become employed in a key facility, FD-122 must be submitted to Bureau with above-required key facility data set forth thereon. Case is then to be handled in accordance with instructions set forth below concerning key facility cases.

- (3) Dissemination  
Upon receipt of original complaint or allegation concerning key facility employee from source other than interested intelligence agency, a summary of complaint and information concerning the individual should be furnished immediately by letter to interested intelligence agency. Intelligence agency should then be advised whether a security investigation is being conducted of the individual and, if investigation is being conducted, that copies of reports will be furnished upon completion of investigation. Letter to intelligence agency should clearly point out that information is unsubstantiated and has not been verified through investigation by FBI.

In addition to disseminating to interested intelligence agencies information of a derogatory security nature developed concerning persons employed at facilities holding classified contracts, with the exception of classified contracts with the Atomic Energy Commission, such information should be furnished to the Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio, 43215, attention Chief, Adjudication Division. In each instance, advise the interested intelligence agency that dissemination has been made to DISCO. This dissemination is to include derogatory security information developed concerning persons who may not be currently employed at such a facility but who are known to be holders of an industrial security clearance.

These instructions do not apply to allegations of espionage or those of such a confidential character as would not ordinarily be disseminated. Such information appearing to be of immediate interest to other intelligence agencies should be submitted to Bureau by most expeditious means, depending upon the circumstances, with a request that the Bureau consider advisability of disseminating it.

Disseminate copies of each report to the local representative of agency having security responsibility, as well as to local representative of other intelligence agencies known to have

classified contracts with the key facility. Copies of reports for the Marine Corps should be disseminated locally to [WISO.]

Dissemination to the Atomic Energy Commission (AEC), Defense Atomic Support Agency (DASA) (formerly Armed Forces Special Weapons Project), the Research and Development Board (RDB), and the Maritime Administration (MA) will be made at the Bureau, and not in the field.

(4) Status of cases

After all active investigation conducted, place in a closed status. Forty-five days before report due, make case pending active and check with armed services representative at the key facility, or with other reliable sources, to determine whether subject has access to classified or restricted material.

d. Key figure and top functionary program

(1) General

Purpose of key figure and top functionary program is to select for special attention those individuals in a subversive movement who are of outstanding importance to the effectiveness of the movement.

Key figure and top functionary program is described below as pertaining to the Communist Party, USA. However, it also applies to important individuals active in or on behalf of other basic revolutionary groups.

(2) Key figures

(a) Definition

A key figure is an individual, either a member or non-member of the Communist Party or other basic revolutionary organization, who, by reason of his official position in the organization or his connections with the communist movement and his activities on its behalf, is considered of sufficient importance and potential dangerousness from an internal security standpoint to require immediate apprehension or detention in the event of an emergency. Individuals coming within the following categories shall be considered within the definition of a key figure:

- I. National, district, and state officers and the principal officers of the local clubs of the Communist Party
- II. The principal organizers of the Communist Party
- III. Those communists who are executive officers or outstanding figures in established communist front or communist-controlled organizations, foreign language groups, and Negro organizations infiltrated by communists
- IV. Individuals extensively engaged in communist infiltration of the labor movement, including principal officers of labor organizations who are members of or closely affiliated with the Communist Party. In

in a key facility, copies of reports bearing the dual character, "Security of Government Employees; Security Matter - C," should be furnished to appropriate intelligence agencies of the armed services by the field offices as shown in sections 69, volume III, and 87D 7c (2), of this manual. For instructions regarding dissemination to the Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, see 87D 7c (3), of this manual.

Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including policy, investigative procedures, and dissemination are set out in section 69, volume III, of this manual.

- (7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services  
Dissemination should be made locally to the intelligence service of the military branch involved.
- (8) Airmen issued certificates by Federal Aviation[Administration](FAA)  
FAA issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way: individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to FAA. Such dissemination will be made only at the Bureau. For additional instructions regarding dissemination to FAA, see Manual of Rules and Regulations, part II, section 5.
- (9) Security index - dissemination of information to Secret Service  
Under the agreement between the Bureau and the Secret Service concerning Presidential protection dated 2-3-65, which is set out in its entirety in section 102, volume IV, of this manual, reports are to be disseminated henceforth to Secret Service in all security index cases. An extra copy of the report in these cases should be furnished the Bureau. At the time the agreement was entered into, letterhead memoranda in all security index cases had been disseminated to Secret Service. Therefore, prior reports in these cases will not be disseminated.

Under the terms of the agreement, it is essential to advise Secret Service of the reason or reasons for referral - statement of the class or classes in appendix B of the agreement which the individual referred fits. For this purpose utilize form FD-376, which is designed to serve as a letter of transmittal for both local dissemination and dissemination at the SOG. The original and one copy of this form should be forwarded to the Bureau. A copy is to be maintained in the main case file and upon transferral of office of origin. In any case, the new office of origin is to be furnished a copy. Careful consideration must be given to insure that the individual is properly categorized. In the case of subject being recommended for the security index, withhold dissemination pending Bureau approval of his security index status; forward FD-376 as in any other case.

In the case of individual subject of prior investigation who is currently being recommended for the security index, do not disseminate prior reports. However, prepare a letterhead memorandum including pertinent information previously developed which should be disseminated to Secret Service, together with the current report. Copies of this letterhead memorandum should be forwarded to the Bureau for dissemination at headquarters level.

[G. VISITORS TO COMMUNIST-BLOC COUNTRIES[AND TO CUBA] (For instructions on visitors to Communist China, see section 105F.) Soviet-bloc Intelligence Services (SBIS) have used the technique of contacting visitors to communist-bloc countries to recruit intelligence agents from among the visitors. Individuals in the U. S., either permanent resident aliens or others who travel to communist-bloc countries (except Yugoslavia)[and to Cuba,] should be considered as being available to SBIS for recruitment purposes. On a highly selective basis, and with an absolute minimum of investigative effort, a small percentage of these visitors should be interviewed, when information concerning such travel comes to attention of the field offices, in order to uncover any visitors who may have been approached for recruitment. If, after interview, available data indicates recruitment approach was made, further investigation should be conducted to determine whether individual represents a security risk and/or may be used against SBIS. Interviews can also: (1) produce sources in various nationality fields; (2) serve to alert visitors to notify FBI in event they are contacted or learn of anyone contacted by SBIS; (3) have a deterrent effect on persons interviewed; (4) produce positive intelligence information of interest to other government agencies.

1. Permanent resident aliens

Prior to 12-1-60, aliens who had been granted permanent residence in the U. S. were not subject to travel restrictions imposed upon U. S. citizens traveling on U. S. passports. New departure control regulations were published in the "Federal Register" 12-1-60 which prohibit the departure of permanent resident aliens from the U. S. who intend to travel to or through Albania, communist-controlled China, North Korea, and North Vietnam. Departure for these areas may be authorized in individual cases by the Secretary of State after consultation with the Attorney General.

The regulations also require permanent resident aliens who intend to depart the U. S. for travel to or through Bulgaria, Czechoslovakia, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, the Soviet Zone of Germany ("German Democratic Republic"), Union of Soviet Socialist Republics, or Yugoslavia to obtain from INS reentry permits prior to departure from the U. S.

[The "Federal Register" 1-19-61 added Cuba to the list of countries to which permanent resident aliens in the U. S. could not travel without authorization of the Secretary of State in consultation with the Attorney General. On that date, the necessity for permanent resident aliens in the U. S. to obtain reentry permits from INS prior to departure from the U. S. was also published in the "Federal Register."]

a. Notification

- (1) Each INS district office which is a files control office will pursuant to instructions from INS central office furnish to local FBI offices the identities of permanent resident aliens applying for reentry permits. Locations of INS files control offices are set forth in section 9, page 4f, volume I, of this manual. Arrangements should be made by local liaison with INS to secure, on a continuing basis, the identities of such aliens who have secured reentry permits.
- (2) The Department of State will notify the Bureau of the identities of those resident aliens who have been authorized by the Secretary of State to travel to or through Albania, communist-controlled China, [Cuba,] North Korea, and North Vietnam. Upon receipt of such information from the Department of State, Bureau will search the names through Bureau records and furnish results to interested field offices.

b. Office of origin

In all cases involving resident aliens, the office of origin will be the field office covering the known residence in the U. S. of the alien.

## (b) Contacts during investigation

I. Once Bureau authority is granted to conduct the investigation, it is permissible to contact:

(A) [Established sources functioning in an administrative capacity, such as the registrar, director of admissions, dean of men, dean of women, and security officers and their subordinates. Contacts may be made on the campus. Established sources and informants not reporting on campus activities or any matter pertaining to the educational institution may be contacted away from the campus.]

(B) All individuals not connected with the institution of learning who, consistent with discretion, would be contacted in a usual security case; e.g., neighbors, credit agencies, past employers, etc.

II. No contacts are to be made with students, graduate students, and professors [other than those sources outlined in (b) I (A) above] at educational institutions without prior Bureau authority. In requesting Bureau authority for such contacts, full justification should be set forth, as well as the individual's name, position, and a positive statement concerning his discretion and reliability.

III. Superiors of faculty members

No contact should be made with the superiors of a subject who is a member of the faculty since the superiors might take action against the subject as a result of our contact.

## (c) Receiving voluntary information

These instructions must not deter or prevent the immediate and proper interview of any person connected with an institution of learning who desires of his own volition to furnish information to the Bureau or who desires to be contacted by an Agent.

## (2) Subjects not connected with an institution of learning

When the subject of a security-type investigation is not connected with an institution of learning and you desire to interview, in connection with the case, a student, faculty member, or other employee of an institution of learning, prior Bureau authority must be obtained [unless the individual to be interviewed is one of those listed in (b) I (A) above.] In requesting authority, the name, position, and a positive statement concerning that person's discretion and reliability should be furnished to the Bureau.

## (3) Contacts of foreign establishments

In connection with investigations of contacts of Soviet, satellite, and Yugoslav officials and official establishments, Bureau authority must be obtained before conducting any inquiries or surveillances at any school, college, or university [except contacts with those individuals set out in (b) I (A) above.] Submit complete facts and your recommendation when requesting such authority.

b. U. S. Government employees, individuals having foreign diplomatic or official status, employees of foreign official establishments, employees of the United Nations or international organizations, and members of the armed forces

Should information be received or investigation develop the fact that an individual being investigated under a security caption is or becomes

an employee of the U.S. Government, of a foreign official establishment, of the United Nations or of an international organization, has foreign diplomatic or official status or is a member of the U.S. armed forces, the matter should be immediately reported to the Bureau and no further investigation should be conducted except upon specific Bureau authority.

6. Investigative procedures concerning individuals

a. General

These investigations must be thorough and exhaustive. Obviously, the dangerousness of an individual cannot be determined through cursory investigation. All pertinent information concerning the subject's background and subversive activity must be fully developed and reported to assure an accurate evaluation of his degree of dangerousness.

Due to the intelligence nature of these investigations, discretion must be used at all times to prevent subjects from becoming unduly apprised that they are under investigation by this Bureau.

Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority.

b. Scope of investigations

Set forth below are items which should be obtained during these investigations.

(1) Background

- (a) True name and aliases
- (b) Residence address
- (c) Occupation or business
- (d) Business or employment address
- (e) Citizenship status

Ascertain the citizenship status of the subject as early as possible in the investigation.

I. Alien

- (A) If the subject is an alien, determine the date and place of birth.
- (B) Determine his nationality (that is, the country of which he is a citizen or sovereign of which he is a subject), together with the date, port and vessel or other means of entry into the U.S.
- (C) Determine whether the subject entered as an immigrant or nonimmigrant.
- (D) Ascertain any steps taken toward naturalization and reason for denial of citizenship where such denial exists.
- (E) Ascertain any available facts indicating whether entry into the U.S. was legal or illegal.

II. Naturalized citizen

- (A) Ascertain date and place of birth, nationality prior to naturalization, date, port and vessel or other means of entry into the U.S.
- (B) Ascertain the date when, place and court where, subject was naturalized and any facts tending to indicate fraud or illegality in connection with his naturalization.
- (C) Ascertain the last place of foreign residence, place from which the subject emigrated to the U.S. and the date of such emigration.
- (D) Ascertain any absences from the U.S.

III. Native-born citizen

- (A) Determine date and place of birth.

(f) Nationality background

- I. During the course of investigation, efforts should be made to ascertain from sources contacted the date and place of birth of the subject's parents and spouse and the parents of the spouse.



E. INVESTIGATIONS OF COMMUNIST FRONT AND MISCELLANEOUS ORGANIZATIONS

1. Purposes

- a. To obtain sufficient pertinent data to make possible accurate determination of organization's true character
- b. To obtain intelligence data and keep Department and other interested Government agencies advised regarding existence and activities of subversive organizations
- c. To obtain legally admissible evidence re subversive nature of such organizations to permit implementation of:
  - (1) Internal Security Act of 1950
  - (2) Registration Act
  - (3) Smith Act of 1940
  - (4) Executive Order 10450

2. General policy

- a. Newly formed known or suspected subversive organizations
  - (1) Upon receipt of information concerning formation of such a group, immediately open a case and advise Bureau at that time.
  - (2) After conducting sufficient inquiry to determine true character of group
    - (a) If further investigation warranted, advise Bureau through established report writing procedures.
    - (b) If further investigation not warranted, advise Bureau results of investigation and specific reasons for determination in letter form.
- b. Established subversive groups
  - (1) Keep Bureau currently advised by appropriate communication re pertinent activities including any changes in principal officers, structure of organizations, and forthcoming events.
  - (2) If no specific leads outstanding, case may be placed in pending-inactive status after submission of initial report.
  - (3) Submit reports at least every six months.
  - (4) In reports concerning communist front organizations and miscellaneous organizations, such as the Nation of Islam, leadership in which is grounds for inclusion in the security index, include on cover pages a statement that all persons named in the report as officers or leaders and who reside within the area covered by the reporting office are listed in the security index or are informants or sources. Exceptions should be named and a statement made as to the status of their investigations.
- c. Organizations political in character
  - (1) Investigation should not be instituted without Bureau approval.
  - (2) Furnish all pertinent information concerning communist infiltration, influence, or control of such organizations to Bureau in letter form.
- d. Organizations connected with institutions of learning
  - (1) No investigation to be conducted without prior Bureau approval
  - (2) If requesting Bureau authority to investigate, submit complete available data and reason investigation is desired.
  - (3) If Bureau authority granted, it will be permissible to contact all established reliable sources, [including those functioning in an administrative capacity with an institution of learning.]
  - (4) Before conducting any interview with [a student, graduate student, or professor] connected with an institution of learning re security-type investigation of an organization, whether organization itself has been connected with institution of learning, Bureau authority must be obtained to conduct such interview. Submit complete justification for desired interview to Bureau.
  - (5) Section 87D 5a (1) of this manual should be read in conjunction with above instructions.
- e. Legitimate noncommunist organizations that are communist infiltrated
  - (1) No investigation should be conducted without prior Bureau approval.

- (2) Investigations should be handled most discreetly by experienced Agents.
- (3) Advise Bureau promptly under caption "Cominfil (name of organization)" when one of the following exists and include your recommendation for instituting an investigation:
  - (a) The Communist Party has specifically instructed its members to infiltrate the organization.
  - (b) Communist Party members have infiltrated the organization in sufficient strength to influence or control the organization.
- (4) When advising Bureau, include data concerning following items:
  - (a) Name and address of organization
  - (b) Extent of communist infiltration
  - (c) Identities of Communist Party members and positions held in organization
  - (d) Informant coverage afforded organization  
Set forth positions held by informants and whether informants are members or merely reporting on organization.
  - (e) Recommendation whether additional investigation is deemed warranted

Above instructions apply to local chapters or affiliates, as well as the national organization. Break down information required under items (c) and (d) above by local chapters where such exist.

- (5) No informant or source should be instructed by the FBI to join or attend meetings. If Communist Party asks the informant to do so, he should, of course, comply.
- (6) No member of the organization not already an established source should be contacted regarding the organization. This does not preclude pretext interviews where advisable.
- (7) Data concerning following topics should be fully developed and reported on:
  - (a) Basis for investigation and fact that our investigation is directed solely toward establishing extent of Communist Party infiltration, or that organization is specific target for infiltration, and that Bureau is not investigating legitimate activities of organization.
  - (b) Address of organization
  - (c) Brief characterization of organization, including total membership
  - (d) Principal officers of organization
  - (e) Communist Party program to infiltrate this organization and influence its policy
  - (f) Results of this program, including Communist Party affiliations of officers and members
- (8) Caption of all correspondence should contain the phrase "Communist Infiltration of" preceding the name of the organization.
- (9) In the event infiltration of the organization reaches such a proportion that its activities are dominated and controlled by the Communist Party, submit your recommendation to the Bureau regarding changing the investigation from communist infiltration to that of a communist front.

## (10) Communist infiltration of mass organizations program

- (a) Submit semi-annual letters March 1 and September 1 under caption of a program, Bufile 100-3-106, using following topical outline and headings:

I. Information concerning Communist Party program  
Furnish summary of information received concerning overall Communist Party program to infiltrate mass organizations, nationally and locally; steps taken to carry out program including statements made by Communist Party leaders, directives issued by the Communist Party, and articles appearing in Communist Party publications; and success being achieved by party.

II. Recommendations for additional investigation  
Briefly outline steps being taken to keep abreast of Communist Party efforts to infiltrate mass organizations and indicate specifically what additional investigation will be undertaken to determine the extent to which mass organizations are being influenced, dominated, or controlled by the Communist Party.

III. Identity of organizations which are targets for infiltration or have been infiltrated by the Communist Party  
List names and Bureau file numbers of all organizations which are subject of a pending communist infiltration case. Include descriptive data concerning each organization and indicate extent to which organization has been infiltrated.

[ f. [Established sources and informants who are students or employees at an institution of learning, but who are not reporting on any campus activities or any matter pertaining to the educational institution, may be contacted without Bureau authority. These contacts must be made away from the campus.]

[ g. ] Members of law enforcement agencies are not to accompany Bureau Agents during course of security-type investigations without prior Bureau authority.

[ h. ] Photographic surveillances

- (1) No photographic surveillances are to be conducted in communist front organization cases unless it is essential to protect Bureau's interests in internal security field by supplementing live informant coverage of a particular meeting with such a surveillance.
- (2) Request Bureau authority to institute such a surveillance and outline manner in which it will be conducted and supervision which will be afforded it.
- (3) No such surveillances should be instituted without specific Bureau authority.

[i.] Dissemination of information to Secret Service regarding plots against the President  
On 2-3-65, an "Agreement Between the Federal Bureau of Investigation and the Secret Service Concerning Presidential Protection" was signed and became effective. This agreement is set out in its entirety in section 102, volume IV, of this manual.

The agreement provides that the FBI, in its investigations of organizations whose activities are inimical to the welfare of the U. S., will be alert to and promptly notify Secret Service of any information indicating a plot against the person of the President; thereafter, it is the responsibility of Secret Service to initiate such action as is necessary to neutralize such a plot.

The field must be alert during the course of the investigation of an organization for information indicating a plot against the person of the President. Upon receipt of such information, immediately furnish complete details to the nearest office of Secret Service and appropriate local law enforcement agencies and advise the Bureau at that time by teletype, or telephone if the facts warrant, of the information furnished and the fact it has been so disseminated. An immediate attempt should be made to verify the information received but no evaluation of the information should be attempted.

Prepare at once a letterhead memorandum which should include complete details disseminated and the identities of the Secret Service officer and the local law enforcement officers to whom given and the date and time of notification. Promptly disseminate the letterhead memorandum locally to Secret Service and any other appropriate Government agency and furnish sufficient copies to the Bureau for dissemination at the SOG. Thereafter, copies of all letterhead memoranda and reports concerning the organization should be disseminated locally to Secret Service on a continuing basis and extra copies of such communications should be furnished the Bureau for dissemination at the SOG.

The field should insure that the identities of the members of the organization who are "in" on the plot are determined. Background information concerning the individuals (see items 1 and 3 of appendix A to the agreement) should be fully developed and included in the communications prepared and disseminated to Secret Service. If such identities and information are known at the time the initial information is received, they should be included in the first letterhead memorandum prepared in the matter.

- (5) In evaluating this type of case, carefully consider the nature and activities of the front organization in behalf of the Communist Party or other revolutionary organizations throughout the country or in a certain area.
- c. Special training in a subversive movement
- (1) Training in the Lenin School or in a subversive movement abroad
  - (2) Leadership training in one of the basic revolutionary organizations mentioned above
- d. Military service
- (1) Service in the Abraham Lincoln Brigade. Membership in one of the basic revolutionary organizations is not a prerequisite to initiating investigations in this category.
  - (2) Service in the military forces of any country, including the U. S. armed forces or the Office of Strategic Services whenever there is an allegation that an individual has been a member of one of the basic revolutionary organizations at any time
- e. Employment in key facilities
- Investigate the activities of any individual employed in or having access to a key facility who is alleged to have been at any time in the past a member of any basic revolutionary organization or against whom sufficient other subversive information is known.
- f. Other individuals with revolutionary beliefs
- Individuals who, because of anarchist or revolutionary beliefs, are likely to seize upon the opportunity presented by a national emergency to endanger the public safety and welfare. Membership or affiliation in basic revolutionary or front groups is not a prerequisite to initiating investigations of this type. Use sound judgment and discretion in this evaluation.

Falling within the above category are members of the Nation of Islam. When it is known or becomes known that this organization is active in the field office territory, a security-type investigation of all individuals who are reported to be (1) functionaries or leaders of the Nation of Islam, or (2) active participants carrying out fanatical and disloyal aims of the organization should be initiated. Investigations should not be initiated based on mere membership alone.

During the course of security investigations of individuals affiliated with the Nation of Islam, be alert for any information indicating a possible violation of the Selective Service Act of 1948.

The above standards for institutions of investigations of individuals are not to be interpreted as all-inclusive. Where there is doubt an individual may be a current threat to the internal security of the nation, the question should be resolved in the interest of security and investigation conducted.

The categories specified as a through f above are to be distinguished from

the criteria to govern the addition of subjects to and retention of subjects in the security index, set out in 87D 7b (3). Investigation should be undertaken when cases fall within the preceding categories, even though under existing criteria the subjects would not be placed in the security index on the information available. The cases should thereafter be investigated actively to determine the scope of subversive activities in which the subjects have been engaged and to fully develop all aspects of the cases in order that a determination can be made with respect to security index status.

Complaints alleging subversive activities of individuals which are received from anonymous sources should not be disregarded provided the allegations are sufficiently specific and of sufficient weight to warrant investigation. Such allegations should receive same consideration as if the identity of the source was known. Do not open cases for investigation based on non-specific or vague allegations which do not fall within the standards for opening investigations.

Do not institute investigations because of membership in organizations which do not advocate the use of force to bring about changes in the existing Government, e.g., the Socialist Party, the Socialist Labor Party, the Independent Workers of the World and the Independence Party of Puerto Rico (Partido Independentista Puertorriqueno), etc.

Security-type cases already existent must be continually and carefully evaluated to determine that we are fulfilling our responsibilities in the internal security field. Subversive information received regarding any individual should be channeled to the individual's main file. If no main file exists, one should be opened. Cases not warranting further investigative action should be promptly closed and should not be permitted to continue endlessly without a definite objective.

5. Restrictions upon investigations of individuals

a. Investigations of and interviews with individuals connected with institutions of learning

(1) Subjects connected with institutions of learning

The following restrictions apply to employees and students of colleges, universities, and elementary and secondary schools supported by private or public funds. Students and employees of schools, such as the Jefferson School of Social Science, the California Labor School, and others founded by or supported by revolutionary groups, do not come within the meaning of these instructions.

(a) Prior Bureau authority to institute investigation

I. Faculty members

Bureau authority is necessary prior to initiating a security investigation of a faculty member.

II. Students and nonacademic employees

Bureau authority is not needed prior to initiating a security investigation of a student or nonacademic employee provided no unusual circumstances exist which would require advice from the Bureau prior to initiating the investigation. Each SAC must see that there is a sound basis for initiating security investigations of such individuals.

III. Requests for Bureau authority

When requesting Bureau authority to conduct a security investigation of an individual connected with an institution of learning, the letter should set forth the identity of the subject, his position, and the basis for the investigation.

## (b) Contacts during investigation

I. Once Bureau authority is granted to conduct the investigation, it is permissible to contact:

(A) [Deleted]

(B) All individuals not connected with the institution of learning who, consistent with discretion, would be contacted in a usual security case; e.g., neighbors, credit agencies, past employers, etc.

(C) [Deleted]

II. [No contacts are to be made with students, graduate students, and professors, including established sources, informants, and other sources at educational institutions without prior Bureau authority. In requesting Bureau authority for such contacts, full justification should be set forth, as well as the individual's name, position, and a positive statement concerning his discretion and reliability.]

[III.] Superiors of faculty members

No contact should be made with the superiors of a subject who is a member of the faculty since the superiors might take action against the subject as a result of our contact.

## (c) Receiving voluntary information

These instructions must not deter or prevent the immediate and proper interview of any person connected with an institution of learning who desires of his own volition to furnish information to the Bureau or who desires to be contacted by an Agent.

## (2) Subjects not connected with an institution of learning

When the subject of a security-type investigation is not connected with an institution of learning and you desire to interview, in connection with the case, a student, faculty member, or other employee of an institution of learning, prior Bureau authority must be obtained for such an interview. In requesting authority, the name, position, and a positive statement concerning that person's discretion and reliability should be furnished to the Bureau.

## (3) Contacts of foreign establishments

In connection with investigations of contacts of Soviet, satellite, and Yugoslav officials and official establishments, Bureau authority must be obtained before conducting any inquiries or surveillances at any school, college, or university. Submit complete facts and your recommendation when requesting such authority.

b. U. S. Government employees, individuals having foreign diplomatic or official status, employees of foreign official establishments, employees of the United Nations or international organizations, and members of the armed forces

Should information be received or investigation develop the fact that an individual being investigated under a security caption is or becomes

an employee of the U.S. Government, of a foreign official establishment, of the United Nations or other international organizations, has foreign diplomatic or official status or is a member of the U.S. armed forces, the matter should be immediately reported to the Bureau and no further investigation should be conducted except upon specific Bureau authority.

6. Investigative procedures concerning individuals

a. General

These investigations must be thorough and exhaustive. Obviously, the dangerousness of an individual cannot be determined through cursory investigation. All pertinent information concerning the subject's background and subversive activity must be fully developed and reported to assure an accurate evaluation of his degree of dangerousness.

Due to the intelligence nature of these investigations, discretion must be used at all times to prevent subjects from becoming unduly apprised that they are under investigation by this Bureau.

Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority.

b. Scope of investigations

Set forth below are items which should be obtained during these investigations.

(1) Background

- (a) True name and aliases
- (b) Residence address
- (c) Occupation or business
- (d) Business or employment address
- (e) Citizenship status

Ascertain the citizenship status of the subject as early as possible in the investigation.

I. Alien

- (A) If the subject is an alien, determine the date and place of birth.
- (B) Determine his nationality (that is, the country of which he is a citizen or sovereign of which he is a subject), together with the date, port and vessel or other means of entry into the U.S.
- (C) Determine whether the subject entered as an immigrant or nonimmigrant.
- (D) Ascertain any steps taken toward naturalization and reason for denial of citizenship where such denial exists.
- (E) Ascertain any available facts indicating whether entry into the U.S. was legal or illegal.

II. Naturalized citizen

- (A) Ascertain date and place of birth, nationality prior to naturalization, date, port and vessel or other means of entry into the U.S.
- (B) Ascertain the date when, place and court where, subject was naturalized and any facts tending to indicate fraud or illegality in connection with his naturalization.
- (C) Ascertain the last place of foreign residence, place from which the subject emigrated to the U.S. and the date of such emigration.
- (D) Ascertain any absences from the U.S.

III. Native-born citizen

- (A) Determine date and place of birth.

(f) Nationality background

- I. During the course of investigation, efforts should be made to ascertain from sources contacted the date and place of birth of the subject's parents and spouse and the parents of the spouse.



## E. INVESTIGATIONS OF COMMUNIST FRONT AND MISCELLANEOUS ORGANIZATIONS

## 1. Purpose

- a. To obtain sufficient pertinent data to make possible accurate determination of organization's true character
- b. To obtain intelligence data and keep Department and other interested Government agencies advised regarding existence and activities of subversive organizations
- c. To obtain legally admissible evidence re subversive nature of such organizations to permit implementation of:
  - (1) Internal Security Act of 1950
  - (2) Registration Act
  - (3) Smith Act of 1940
  - (4) Executive Order 10450

## 2. General policy

- a. Newly formed known or suspected subversive organizations
  - (1) Upon receipt of information concerning formation of such a group, immediately open a case and advise Bureau at that time.
  - (2) After conducting sufficient inquiry to determine true character of group
    - (a) If further investigation warranted, advise Bureau through established report writing procedures.
    - (b) If further investigation not warranted, advise Bureau results of investigation and specific reasons for determination in letter form.
- b. Established subversive groups
  - (1) Keep Bureau currently advised by appropriate communication re pertinent activities including any changes in principal officers, structure of organizations, and forthcoming events.
  - (2) If no specific leads outstanding, case may be placed in pending-inactive status after submission of initial report.
  - (3) Submit reports at least every six months.
  - (4) In reports concerning communist front organizations and miscellaneous organizations, such as the Nation of Islam, leadership in which is grounds for inclusion in the security index, include on cover pages a statement that all persons named in the report as officers or leaders and who reside within the area covered by the reporting office are listed in the security index or are informants or sources. Exceptions should be named and a statement made as to the status of their investigations.
- c. Organizations political in character
  - (1) Investigation should not be instituted without Bureau approval.
  - (2) Furnish all pertinent information concerning communist infiltration, influence, or control of such organizations to Bureau in letter form.
- d. Organizations connected with institutions of learning
  - (1) No investigation to be conducted without prior Bureau approval
  - (2) If requesting Bureau authority to investigate, submit complete available data and reason investigation is desired.
  - (3) If Bureau authority granted, it will be permissible to contact all established reliable sources, [except] those connected with institution of learning. [No contacts with established sources connected with institution of learning can be made in security matters without specific Bureau authority. In requesting permission to contact such sources, request should identify person to be contacted, reason for contact, results of field office indices check, and statement whether possible embarrassment to Bureau might result if contact is made.]
  - (4) Before conducting any interview with individual connected with institution of learning re security-type investigation of an organization, whether organization itself has been connected with institution of learning, Bureau authority must be obtained to conduct such interview. [Submit complete justification for desired interview to Bureau.]
  - (5) Section 87D 5a (1) of this manual should be read in conjunction with above instructions.
- e. Legitimate noncommunist organizations that are communist infiltrated
  - (1) No investigation should be conducted without prior Bureau approval.

- (2) Investigations should be handled most discreetly by experienced Agents.
- (3) Advise Bureau promptly under caption "Cominfil (name of organization)" when one of the following exists and include your recommendation for instituting an investigation:
  - (a) The Communist Party has specifically instructed its members to infiltrate the organization.
  - (b) Communist Party members have infiltrated the organization in sufficient strength to influence or control the organization.
- (4) When advising Bureau, include data concerning following items:
  - (a) Name and address of organization
  - (b) Extent of communist infiltration
  - (c) Identities of Communist Party members and positions held in organization
  - (d) Informant coverage afforded organization  
Set forth positions held by informants and whether informants are members or merely reporting on organization.
  - (e) Recommendation whether additional investigation is deemed warranted

Above instructions apply to local chapters or affiliates, as well as the national organization. Break down information required under items (c) and (d) above by local chapters where such exist.

- (5) No informant or source should be instructed by the FBI to join or attend meetings. If Communist Party asks the informant to do so, he should, of course, comply.
- (6) No member of the organization not already an established source should be contacted regarding the organization. This does not preclude pretext interviews where advisable.
- (7) Data concerning following topics should be fully developed and reported on:
  - (a) Basis for investigation and fact that our investigation is directed solely toward establishing extent of Communist Party infiltration, or that organization is specific target for infiltration, and that Bureau is not investigating legitimate activities of organization.
  - (b) Address of organization
  - (c) Brief characterization of organization, including total membership
  - (d) Principal officers of organization
  - (e) Communist Party program to infiltrate this organization and influence its policy
  - (f) Results of this program, including Communist Party affiliations of officers and members
- (8) Caption of all correspondence should contain the phrase "Communist Infiltration of" preceding the name of the organization.
- (9) In the event infiltration of the organization reaches such a proportion that its activities are dominated and controlled by the Communist Party, submit your recommendation to the Bureau regarding changing the investigation from communist infiltration to that of a communist front.

attend party educational classes and schools within dictates of discretion and without jeopardizing their security.

- (23) Communist Party attempts to infiltrate mass organizations (Bureau file 100-3-106)

Information regarding Communist Party programs and attempts to infiltrate mass organizations, such as parent-teacher associations, church groups, and civic groups

- (24) Public appearances of party leaders (Bureau file 100-3-114)

(a) Identity of national and district functionaries, openly representing the Communist Party, USA, who make public appearances on radio and television and who appear before groups, such as youth, Negro, labor, church, farm, and minority groups

(b) Date and place of appearance, identity of groups sponsoring speaker, and succinct summary of subject matter discussed

- [(25)] Strategy in industry (Bureau file 100-3-89)

[Matters should be reported in the Communist Party, USA, quarterly report under a separate section captioned "Strategy in Industry."

If an office has no activity in this field, set out this fact in the cover pages of the Communist Party, USA, quarterly report or in the letter submitted in lieu of such report.]

The investigation in this [matter] shall cover all plans, strategy, tactics, and infiltration activities by the Communist Party, USA, directed against all industry, with special emphasis on activities connected with basic and vital industries. Particular attention shall be given to the composition, meetings, plans, and activities of Communist Party industrial and trade-union commissions and industrial and trade-union districts and clubs. Pertinent activities of individual communists charged with Communist Party duties in this field shall be included in reports. The information reported shall be grouped according to the industry involved, rather than according to individual labor unions. Refer to the subsection F on investigation of communist infiltration of labor unions and subsection H on Communist Control Act of 1954 for instructions regarding investigations concerning communist infiltration of specific labor unions.

Follow rule set out under item 3a, (2) (f), above, concerning listing of Communist Party members who are not in the security index.

- [b. Deleted]

c. Any important developments concerning pertinent phases of Communist Party activity, such as certain security measures, important national or regional Communist Party meetings, changes in personnel in national Communist Party organization, underground activities, and other important matters should be brought to attention of Bureau by teletype, airtel, or letter as circumstances may require and later incorporated in quarterly reports. Such information, where pertinent, is disseminated on high level to other Government officials. Each office is to carefully evaluate data thus submitted so Bureau will at all times be advised of important developments and so no unnecessary duplication will result in reporting such information.

d. Extreme care must be used to assure statements relating to affiliations or membership in proscribed or subversive organization are accurate in all respects. Identification of suspected organizations or individuals with information of a possible subversive nature must be accomplished by showing exact basis for such identification, plus corroboration for same wherever possible. In no case should a person be referred to as a "known communist" unless he is publicly known as such. Whenever an individual other than the subject of a report is mentioned for the purpose of showing subversive activity or sympathy on the part of the subject, the individual so mentioned should be described with an authoritative statement showing the subversive connection: e.g., "Reported by T to have been a member of the White Collar Club of the Communist Party in 1945."

- e. Specific requirements relating to Communist Party, USA, investigations  
 (1) New York Office has responsibility of investigating and reporting separately on national committee meetings, national training schools, and other important national meetings. New York is responsible for reporting activities of the New York District.
- f. Socialist Workers Party and other Marxist-Leninist or Trotskyite groups  
 The New York Office should submit quarterly reports on the Socialist Workers Party designating reports as pending. Separate reports should be submitted: one pertaining to local activities, the other pertaining to activities on a national basis. Auxiliary offices should submit reports each six months and may carry their cases in a pending-inactive status. Reports on less active Marxist-Leninist groups should be submitted semiannually and also may be carried as pending inactive. [Follow rule set out under item 3a, (2) (f), above, and identify on cover pages members of the local Socialist Workers Party, or other organizations, who are not in the security index and are not informants or sources.]
- g. Classification - 100
- h. Title and character of communications  
 (1) Communist Party, USA  
 Entitle all communications covering a national convention or national organizational activity of the party:

Communist Party, USA  
 Internal Security - C

Caption all communications covering activities in a particular district:

Communist Party, USA  
District  
Division  
 Internal Security - C

Caption all communications covering activities in states not included in a district:

Communist Party, USA  
 State of             
Division  
 Internal Security - C

- (2) Socialist Workers Party  
 Entitle all communications covering a national convention or national organizational activity of the Socialist Workers Party:

Socialist Workers Party  
 Internal Security - SWP

Caption all communications covering activities within a particular field division:

Socialist Workers Party  
Division  
 Internal Security - SWP

- (3) Other Marxist revolutionary groups  
 All communications covering other Marxist revolutionary groups should carry the name of the organization and the classification, Internal Security; e.g.,

Proletarian Party of America  
 Internal Security - PPA

## (1) Handwriting specimens

I. If, during the investigation of security matter cases, it is disclosed that samples of the subject's handwriting are readily available, obtain specimens for possible future use and maintain in the file in the field.

II. A case is not to be left in a pending status merely for the purpose of obtaining handwriting specimens.

III. Handwriting specimens must be obtained for all key figures and forwarded to the Bureau.

## (m) Labor union membership

If the subject is being investigated because of Communist Party membership, ascertain the identity of any labor organization of which he is a member and what position he holds in the labor organization, if any.

## (2) Subversive activity

## (a) Membership or affiliation

Obtain admissible and convincing evidence that the subject is a member of, or affiliated with, one of the basic revolutionary organizations and/or front organizations wherever possible. Such evidence may be either direct or circumstantial, or both. It is not possible to list the innumerable and varied forms in which such evidence may be found. Some of the more common types are:

I. Oral or written statements or admissions of the subject made publicly or privately to other individuals

II. Statements of confidential informants and other persons who are in a position to know the facts and can testify to them

III. Official letterheads and documents of subversive organizations containing information which identifies the subjects with the organizations. This will include membership and dues records wherever obtainable.

IV. Selective service records in which the subject admits membership in or position with a subversive organization

V. Attendance at closed meetings and conventions of a subversive organization

VI. Letters to publications, public officials, or other persons signed by the subject in an official position with a subversive organization or wherein the subject admits membership in or adherence to the principles of a subversive organization

VII. Recruitment or attempt to recruit members for a subversive organization

VIII. Solicitations or contributions of funds for subversive organization

IX. Seeking public office as a candidate for a subversive organization

X. Association with other individuals who are known to be members of or affiliated with subversive organizations

With regard to the question of membership, attention is directed to section 87H of this manual relating to the provisions of the Communist Control Act of 1954. This sets out a list of 14 criteria itemized in 87H 2, which would be considered "in determining membership or participation in the Communist Party or any other organization defined in this Act, or knowledge of the purpose or objective of such party or organization...." These criteria include, e.g., listing as a member in organization records, contributions to the organization, and acceptance of organization discipline.

## (b) Knowledge of aims and purposes

Admissible and convincing evidence that the subject knows the aims and purposes of the subversive organizations to overthrow the Government by force and violence should also be obtained. Mere proof of membership in or affiliation with such an organization is not sufficient to prove such knowledge.

## SECTION 87. SECURITY INVESTIGATIONS

Proof that the subject has such knowledge of the revolutionary purposes of the organization may be existent in several forms, several of which are discussed below:

- I. Direct admissible evidence, such as statements made by the subject, or by responsible officials of the subversive organization in the subject's presence at organizational classes or meetings expounding the organization's doctrine in which the necessity or advisability of using force or violence in the overthrow of the Government is asserted, should be obtained, if at all possible.
- Occasionally, statements of this nature are available in the subject's writings, sometimes in an indirect or veiled form.
- II. Length of time in a subversive organization
  - III. Official positions held in the organization especially in educational, propaganda, or policy-making capacities
  - IV. Charter membership in the organization, participation in the original establishment of the organization
  - V. Extensive and long-continued participation in various organizational activities
  - VI. Attendance or teaching at organization schools or classes, especially leadership classes
  - VII. Preparation or distribution of party propaganda
  - VIII. Recruiting and fund-raising activities
  - IX. Possession of Marxist or revolutionary literature
  - X. Urging others to read literature of a revolutionary character, etc.

While none of the above types of evidence may be of sufficient value alone, a combination of a number of them may constitute convincing proof.

It should be remembered that the revolutionary purposes of a subversive organization are frequently cloaked in veiled language or in language significant only to persons familiar with Marxist or revolutionary terminology. Such obscure statements should not be ignored, but should be fully reported as it may be possible in legal proceedings to bring out the significance of such statements through expert witnesses, the testimony of informants, or the introduction of literature clarifying them. Confidential informants and other sources should be carefully interrogated and files thoroughly reviewed for the purpose of developing all revolutionary statements. In such instances, complete details should be obtained, together with all corroborating evidence. The names of all persons present when such statements are made should be ascertained and the facts reported in the individual case file of the person making the statement and of all persons present when the statement was made. The circumstances under which the statement was made should, of course, be ascertained and reported.

(c) Position and importance

- I. Information reflecting the importance of an individual to a subversive organization or movement should be fully developed and reported. The member or affiliate may be dangerous or important because of his position, influence or activities outside the organization, or both. The facts in this regard should be fully developed. The individual may hold an important and strategic position or exercise great influence in a labor organization or other mass organization; in a racial, nationality, youth or other group; in an important front organization; in radio, newspaper, motion picture or other cultural,

agency responsible for such action. Forward such data to Bureau and incorporate in next report submitted concerning individual in question. Where no investigation has been conducted by Bureau and there is no case on individual being denied clearance, give consideration to opening a security investigation if information received from intelligence agency warrants such action.

- (2) Inclusion in security index
- In recommending key facility employee for inclusion in security index, FD-122 is to contain:
- (a) Key facility geographical reference number
  - (b) Abbreviation for agency having security responsibility
  - (c) Abbreviations for other agencies known to have classified contracts with the key facility. Interested agencies should be identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards returned from Bureau.
  - (d) Abbreviation AEC immediately following abbreviation for agency having security responsibility when abbreviation of responsible agency on key facilities list is followed by asterisk, which denotes Atomic Energy Commission is involved in security responsibility. This data will appear on security index cards returned from the Bureau.

If subject of existing security index card is found to have become employed in a key facility, FD-122 must be submitted to Bureau with above-required key facility data set forth thereon. Case is then to be handled in accordance with instructions set forth below concerning key facility cases.

- (3) Dissemination
- Upon receipt of original complaint or allegation concerning key facility employee from source other than interested intelligence agency, a summary of complaint and information concerning the individual should be furnished immediately by letter to interested intelligence agency. Intelligence agency should then be advised whether a security investigation is being conducted of the individual and, if investigation is being conducted, that copies of reports will be furnished upon completion of investigation. Letter to intelligence agency should clearly point out that information is unsubstantiated and has not been verified through investigation by FBI.

In addition to disseminating to interested intelligence agencies information of a derogatory security nature developed concerning persons employed at facilities holding classified contracts, with the exception of classified contracts with the Atomic Energy Commission, such information should be furnished to the Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio, 43215, attention Chief, Adjudication Division. In each instance, advise the interested intelligence agency that dissemination has been made to DISCO. This dissemination is to include derogatory[security]information developed concerning persons who may not be currently employed at such a facility but who are known to be holders of an industrial security clearance.

These instructions do not apply to allegations of espionage or those of such a confidential character as would not ordinarily be disseminated. Such information appearing to be of immediate interest to other intelligence agencies should be submitted to Bureau by most expeditious means, depending upon the circumstances, with a request that the Bureau consider advisability of disseminating it.

Disseminate copies of each report to the local representative of agency having security responsibility, as well as to local representative of other intelligence agencies known to have

[classified contracts with the key facility.] Copies of reports for the Marine Corps should be disseminated locally to ONI.

Dissemination to the Atomic Energy Commission (AEC), Defense Atomic Support Agency (DASA) (formerly Armed Forces Special Weapons Project), the Research and Development Board (RDB), and the Maritime Administration (MA) will be made at the Bureau, and not in the field.

(4) Status of cases

After all active investigation conducted, place in a closed status. Forty-five days before report due, make case pending active and check with armed services representative at the key facility, or with other reliable sources, to determine whether subject has access to classified or restricted material.

d. Key figure and top functionary program

(1) General

Purpose of key figure and top functionary program is to select for special attention those individuals in a subversive movement who are of outstanding importance to the effectiveness of the movement.

Key figure and top functionary program is described below as pertaining to the Communist Party, USA. However, it also applies to important individuals active in or on behalf of other basic revolutionary groups.

(2) Key figures

(a) Definition

A key figure is an individual, either a member or non-member of the Communist Party or other basic revolutionary organization, who, by reason of his official position in the organization or his connections with the communist movement and his activities on its behalf, is considered of sufficient importance and potential dangerousness from an internal security standpoint to require immediate apprehension or detention in the event of an emergency. Individuals coming within the following categories shall be considered within the definition of a key figure:

- I. National, district, and state officers and the principal officers of the local clubs of the Communist Party
- II. The principal organizers of the Communist Party
- III. Those communists who are executive officers or outstanding figures in established communist front or communist-controlled organizations, foreign language groups, and Negro organizations infiltrated by communists
- IV. Individuals extensively engaged in communist infiltration of the labor movement, including principal officers of labor organizations who are members of or closely affiliated with the Communist Party. In



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field office territory, the name and title of each Negro included in this total who maintains a national level position, and the name and title of each Negro included in this total who maintains a district level position above the status of "club chairman." Members of the Communist Party, USA, who are now carried as unidentified but who are known to be members of the Negro race should be included in the total number of Negroes.

When possible, totals should be broken down as to nationality, sex, employment, veterans, and membership in unions. Auxiliary offices which, due to lack of Communist Party activity in their divisions, have been authorized to submit data by quarterly letter should include membership figures in these letters to the Bureau and office of origin. These letters to be submitted by auxiliary offices prior to first day of month in which quarterly report is due. Office of origin responsible to obtain complete figures from its auxiliary offices.

- (b) In preparing estimates, best available informants and sources must be used. Include in cover pages of quarterly reports evaluation of degree of reliability of figures furnished by each source and of final figures submitted. Also include in cover pages total number of individuals positively identified as Communist Party members and total number of individuals tentatively identified as party members within the twelve-month period immediately preceding the submission of the quarterly report. In reporting membership figures, information from one source only is not acceptable unless facts are set forth demonstrating information from this source is the most accurate and most reliable information available.
- (c) Explain in detail any increase or decrease in membership figures previously submitted. Where informants use such terms as "inactive" or "paper" members, their exact understanding of the meaning of the terms used and the number of individuals so described must be clearly explained. Full explanation must be made as to whether individuals so described are included in final membership figures submitted, together with reason for their inclusion or exclusion.
- (d) Results of membership recruiting drives
- (e) Make discreet efforts to ascertain results of annual national registration drives.
- [(f) To reduce indexing at the Bureau, each report should contain a statement in the cover pages that all persons named in the report as members of the Communist Party and who reside within the area covered by the reporting office are listed in the security index, or are informants or sources, with the exception of those listed. If any name is listed, a statement should be made as to whether the name has been previously furnished to the Bureau for indexing. The status of the investigation of any listed individual should be shown.]
- (3) Funds (Bureau file 100-3-63)
  - (a) Income and expenditures
  - (b) Plans and results of fund drives including:
    - I. Total amount sought by the state Communist Party organization
    - II. Specific amount to be contributed by the state organization to the national committee fund drive
    - III. Specific amount to be contributed by the state organization to "The Worker" fund drive
    - IV. Specific amount to be retained by the state organization after contributing to the national committee and "The Worker" fund drives for use in the state organization's own operations



- (c) Large contributions by known party groups or front organizations
- (d) Identity of any new party "angels"
- (e) Distribution of funds not sent to Communist Party headquarters, such as funds in safe-deposit boxes, separate bank accounts, etc.
- (f) Any special padding of expense accounts by Communist Party functionaries should be reported.
- (g) Possible violations of state or Federal tax laws
- (h) Disbursements and collections of the "Reserve Fund"
- (i) Receipt of any money from abroad
- (4) Security measures (Bureau file 100-3-84)  
Any activities on the part of the security commission of the district which bring about new or unusual security measures, such as reducing clubs to "group captain systems," destruction of records, use of codes, clandestine meetings, investigations by the party of party members, etc.
- (5) Underground operations (Bureau file 100-3-94)  
Pertinent general information suitable for dissemination relating to underground operations of Communist Party. No information should be included in quarterly reports which would jeopardize informants or special investigative techniques. Current investigations relating to expanded underground operations during period 1951-1955 should be submitted by separate letter under individual case caption and should not be included in quarterly reports except for general information relating to methods of operation.
- (6) Factionalism (Bureau file 100-3-88)
  - (a) Submit pertinent information indicating that any ranking Communist Party members or group of members have developed views as "left-wing sectarianists" or "right-wing opportunists" inasmuch as the party has a policy of expelling members who develop such views.
  - (b) Unusual disputes or arguments between leading communists in any district should be included in this section.
- (7) International relations (Bureau file 100-3-81)
  - (a) Information relating to communication or contact between Communist Party, USA, and communist parties of other countries
  - (b) Identities of Communist Party officials who plan to travel in foreign countries, including the reason for their travel
  - (c) Reaction of responsible Communist Party officials to events taking place in foreign countries
  - (d) Communist Party strategy and tactics directed to attacks on U. S. foreign policy and support of U. S. S. R. and satellite foreign policy
  - (e) Policy matter concerning colonial affairs, such as Communist Party policy relative to obtaining of independence by colonial people.
- (8) United Nations (Bureau file 100-3-80)
  - (a) Communist Party policy or pertinent information in connection with the United Nations, including such matters as infiltration of the United Nations, contacts by Communist Party officials with representatives to the United Nations
  - (b) Communist Party strategy and tactics directed toward attacking U. S. policy and/or to support U. S. S. R. or satellite policy in the United Nations
- (9) Deleted

attend party educational classes and schools within dictates of discretion and without jeopardizing their security.

- (23) Communist Party attempts to infiltrate mass organizations (Bureau file 100-3-106)  
Information regarding Communist Party programs and attempts to infiltrate mass organizations, such as parent-teacher associations, church groups, and civic groups

- (24) Public appearances of party leaders (Bureau file 100-3-114)

- (a) Identity of national and district functionaries, openly representing the Communist Party, USA, who make public appearances on radio and television and who appear before groups, such as youth, Negro, labor, church, farm, and minority groups

- (b) Date and place of appearance, identity of groups sponsoring speaker, and succinct summary of subject matter discussed

- b. Communist Party, USA - strategy in industry (Bureau file 100-3-89)

A separate case shall be maintained by each office on this basic phase of Communist Party activity. Offices of origin will be the same as in the Communist Party, USA, case. Reports will be submitted quarterly. Offices with no activity to report may submit letters. The instructions in paragraphs g and h will apply, with the addition of "Strategy in Industry" to the designated captions.

The investigation in this case shall cover all plans, strategy, tactics, and infiltration activities by the Communist Party, USA, directed against all industry, with special emphasis on activities connected with basic and vital industries. Particular attention shall be given to the composition, meetings, plans, and activities of Communist Party industrial and trade-union commissions and industrial and trade-union districts and clubs. Pertinent activities of individual communists charged with Communist Party duties in this field shall be included in reports. The information reported shall be grouped according to the industry involved, rather than according to individual labor unions. Refer to the subsection F on investigation of communist infiltration of labor unions and subsection H of Communist Control Act of 1954 for instructions regarding investigations concerning communist infiltration of specific labor unions.

[Follow rule set out under item 3a, (2) (f), above, concerning listing of Communist Party members who are not in the security index.]

- c. Any important developments concerning pertinent phases of Communist Party activity, such as certain security measures, important national or regional Communist Party meetings, changes in personnel in national Communist Party organization, underground activities, and other important matters should be brought to attention of Bureau by teletype, airtel, or letter as circumstances may require and later incorporated in quarterly reports. Such information, where pertinent, is disseminated on high level to other Government officials. Each office is to carefully evaluate data thus submitted so Bureau will at all times be advised of important developments and so no unnecessary duplication will result in reporting such information.
- d. Extreme care must be used to assure statements relating to affiliations or membership in proscribed or subversive organization are accurate in all respects. Identification of suspected organizations or individuals with information of a possible subversive nature must be accomplished by showing exact basis for such identification, plus corroboration for same wherever possible. In no case should a person be referred to as a "known communist" unless he is publicly known as such. Whenever an individual other than the subject of a report is mentioned for the purpose of showing subversive activity or sympathy on the part of the subject, the individual so mentioned should be described with an authoritative statement showing the subversive connection; e.g., "Reported by T to have been a member of the White Collar Club of the Communist Party in 1945."

- e. Specific requirements relating to Communist Party, USA, investigations  
 (1) New York Office has responsibility of investigating and reporting separately on national committee meetings, national training schools, and other important national meetings. New York is responsible for reporting activities of the New York District.

- f. Socialist Workers Party and other Marxist-Leninist or Trotskyite groups

The New York Office should submit quarterly reports on the Socialist Workers Party designating reports as pending. Separate reports should be submitted: one pertaining to local activities, the other pertaining to activities on a national basis. Auxiliary offices should submit reports each six months and may carry their cases in a pending-inactive status. Reports on less active Marxist-Leninist groups should be submitted semiannually and also may be carried as pending inactive. [Follow rule set out under item 3a, (2) (f), above, and identify on cover pages members of the local Socialist Workers Party, or other organizations, who are not in the security index and are not informants or sources.]

- g. Classification - 100

- h. Title and character of communications

- (1) Communist Party, USA

Entitle all communications covering a national convention or national organizational activity of the party:

Communist Party, USA  
 Internal Security - C

Caption all communications covering activities in a particular district:

Communist Party, USA  
                     District  
                     Division  
 Internal Security - C

Caption all communications covering activities in states not included in a district:

Communist Party, USA  
 State of                       
                     Division  
 Internal Security - C

- (2) Socialist Workers Party

Entitle all communications covering a national convention or national organizational activity of the Socialist Workers Party:

Socialist Workers Party  
 Internal Security - SWP

Caption all communications covering activities within a particular field division:

Socialist Workers Party  
                     Division  
 Internal Security - SWP

- (3) Other Marxist revolutionary groups

All communications covering other Marxist revolutionary groups should carry the name of the organization and the classification, Internal Security; e.g.,

Proletarian Party of America  
 Internal Security - PPA

4. Annual Communist Party, USA, organizational and membership survey. Each office is instructed to initiate by February 1 of each year a detailed and analytical survey of the organization and membership of the Communist Party in its territory, results to be forwarded to the Bureau by April 1. Set forth in detail the complete organizational structure of each Communist Party district or state organization including district and county committees, together with the identities of officers from the club through the district level. Identify each Communist Party club and section in the district, together with the identities of individual club members and most recent date each member was so identified. Where identification of an individual is tentative, this fact should be indicated by placing the word "tentative" after the individual's name. Note the informant coverage in each club, as well as on district and county committees, by setting forth the symbol numbers of the informants. In those instances in which no informant coverage exists in a particular club or on a district or county committee, this fact should be noted. In addition, summarize the overall findings by setting forth the estimated Communist Party membership in the field office territory, together with the number of members who have been positively and tentatively identified as such within the immediately preceding 12-month period. Charts and maps should be used in setting forth the geographic distribution of the Communist Party whenever feasible. Offices which are auxiliary offices in investigation of a Communist Party district should furnish the required information to the office of origin for inclusion in its survey by March 15 of each year.

Following the organizational breakdown, each office should critically appraise its knowledge of the Communist Party organization within its division and set forth its comments and recommendations concerning investigative activity to be undertaken to eliminate any weaknesses detected. In those instances in which the disclosed weakness is that of lack of adequate informant coverage, advise in detail of the number of Bureau-approved potential security informants being developed in the particular area, as well as concrete plans to obtain additional informant coverage in the future.

[Each survey should contain a statement that all persons identified as members of the Communist Party are listed in the security index, or are informants or sources. Any exceptions should be named and a statement made as to whether the name has previously been furnished to the Bureau for indexing. The status of the investigation of each person listed should be shown.]

5. Communist Influence in Racial Matters, Internal Security - C (code name "CIRM"). Bufile 100-442529. Office of origin: New York.
  - a. Quarterly reports (to reach the Bureau by February 1, May 1, August 1, and November 1) should be submitted by each field office for the purpose of reporting, in a centralized manner, all available information bearing upon the communist influence in racial matters. Included should be information developed under the title of a variety of matters, such as CPUSA, Negro question, communist influence in racial matters; communist infiltration of various organizations, such as the Congress of Racial Equality, Student Non-Violent Coordinating Committee, and the like; investigations of subversive individuals active in the racial movement; investigations of communist fronts and other miscellaneous organizations; and racial disturbances and other racial matters investigated under the racial matter character. Information should be included in these quarterly reports, notwithstanding the fact that it will duplicate reporting in the other substantive matters referred to above. These reports shall be designed to precisely spell

out the full extent of the communist influence in racial matters. They should separate words and intentions from actions; mere participation from direct influence; and the bona fide communist from the mere "do-gooder." They should not include information concerning legitimate efforts in the racial movement where there is no communist taint.

- b. Information should be reported according to the following outline. All main headings denoted by Roman numerals must be accounted for. If there is no information to report under a particular main heading, the heading should appear, followed by a statement "No information developed."

## I. COMMUNIST STRATEGY

### (A) COMMUNIST PARTY, USA

- (1) Plans, strategy, party line, and the like made at national meetings, including expressions by national and other functionaries
- (2) Plans, etc., made at district and lower level meetings, including expressions by local leaders and rank-and-file members
- (3) Plans, etc., as revealed in party publications and other propaganda media, such as written directives, press releases, and the like

Information under item 3 should be reported by the office covering the origin of the publications, such as the New York Office for "The Worker," "Political Affairs," and directives from party headquarters; San Francisco Office for "People's World"; etc. Party expressions, oral or written, when directly related to a specific event covered under II, should be included under II.

### (B) OTHER COMMUNIST GROUPS (Such as Socialist Workers Party, Progressive Labor [Party,] Workers World Party, and the like)

Under (B), report information under separate numbered sub-headings for each organization. Report here information generally along the same lines as for (A) above.

## II. COMMUNIST TACTICS

In this part report information on communist direction and influence of and participation in racial demonstrations, disturbances, drives, boycotts, and any other similar activities with racial overtones. This part will illustrate how communist activities attempt to exploit racial situations and expand communist influence, thus furthering communist objectives. List activities in chronological order with lettered subheadings, such as:

- (A) DEMONSTRATION, CLEVELAND, OHIO, 1-10-66
- (B) STORE BOYCOTT, YOUNGSTOWN, OHIO, 3-6-66

Under each subheading include such information as nature of event; sponsoring and participating groups; total participants; number and identities of subversives involved; specifics as to whether subversives directed, controlled, instigated, or merely participated; whether violence resulted and, if so, whether subversives involved; arrests of subversives and court disposition; and any other information believed pertinent to the overall picture of communist influence. Efforts by supporting groups to avoid communist involvement should also be reported. If a particular event had no communist involvement, it should, of course, not be included in the report.

## III. COMMUNIST PENETRATION AND INFLUENCE IN FACIAL AND OTHER ORGANIZATIONS

Field offices should set out information concerning only the local branches of the organizations which are in its territory. The office covering the national headquarters of an organization should set out pertinent data as to the national headquarters, as well as any local affiliates in its territory, separating the national from the locals. The number of members, nationally and by locals, should be indicated. Include under each organization information as to officers and others in positions of influence who have present or past subversive connections; information as to other subversives who are merely members; specific evidence of influence wielded by subversives; policy concerning communist participation in the organization's activities, such as prohibition of communists holding office or membership (if no such stated policy, so indicate); and use and distribution of communist propaganda.

## IV. MISCELLANEOUS

If at all possible, information to be included should be set out under the basic main headings I, II, or III. However, should there be some pertinent information to report which does not lend itself to the first three parts, it will be permissible to include it in part IV - MISCELLANEOUS.

- c. The term "communist" should be interpreted in its broad sense as including persons not only adhering to the principles of the CPUSA itself, but also to such splinter and offshoot groups as the Socialist Workers Party, Progressive Labor[Party,] and the like.
- d. Any office which has no information to report should so advise the Bureau by letter in lieu of a report. If any positive information, however limited, is available, it must be submitted by report. The same appropriate local dissemination to other agencies should be made as is made for the quarterly reports concerning the CPUSA. Except as otherwise indicated above, the regular report writing rules for security reports shall be applicable.
- [e. Follow rule set out under item 3a, (2) (f), above, concerning listing of those Communist Party members named in the reports who are not in the security index.]

## D. SECURITY INVESTIGATION OF INDIVIDUALS

## 1. Definitions

The term "basic revolutionary organization" or "basic revolutionary group" when used hereinafter in this subsection shall apply to any one or all of the following organizations or groups in order to distinguish the organizations from front organizations:

- a. Communist Party, USA
- b. Socialist Workers Party
- c. Progressive Labor[Party]
- d. Proletarian Party of America
- e. Nationalist Party of Puerto Rico
- f. Johnson-Forest Group
- g. American Socialist Clubs
- h. See also 87C 1d.

## 2. Responsibility of the Bureau

- a. To conduct thorough investigation into the background and subversive activities of all persons in the U. S. and Puerto Rico who are dangerous or potentially dangerous to the internal security. Each SAC will be held responsible for the proper investigation of all persons in his area who, because of membership or affiliation with basic revolutionary organizations or other Marxist revolutionary organizations including splinter groups, may be potentially dangerous.
- b. To determine the identities, whereabouts, and activities of individuals constituting a threat to the internal security and develop sufficient information and evidence through investigation to sustain a proper action by the Bureau should it become necessary for the Federal Government to institute prosecutive action against such individuals in courts of law or control their movement and activities in the event of a national emergency

## 3. Purpose of investigation

The primary purpose of these investigations is twofold, namely:

## a. Determination of dangerousness

To determine the identities, whereabouts, and activities of all individuals in the U. S. and Puerto Rico who, because of their membership in, activity in, or association with one or more of the revolutionary groups defined above or related groups, are dangerous or potentially dangerous to the internal security of the country, and the consequent collection of sufficient information concerning their subversive activities to justify apprehension in event of a national emergency

## b. Determination of violations of Federal statutes

- To determine the identities, whereabouts, and activities of all individuals who have been or may be violating laws of the U. S.
- (1) Direct investigation towards obtaining admissible evidence to establish the violation.
  - (2) Be alert for any information indicating a violation of the Federal statutes relating to espionage, sabotage, and sedition.
  - (3) Title 18, USC, § 2385, paragraph (1), prohibits the advocacy, etc., of forceful or violent overthrow of the Government. Paragraph (2) prohibits the printing and distribution of propaganda advocating the forceful overthrow of the Government. (Affiliation with an organization is not a prerequisite to prosecution under paragraphs (1) and (2).) Paragraph (3) makes it unlawful to organize or help to organize any society, etc., of persons who advocate overthrow of the Government by force or violence, or to be or become a member of or become affiliated with any such society knowing the purposes thereof. Conspiracy to violate this section is covered by Title 18, USC, § 371 (general conspiracy statute).
  - (4) Title 18, USC, § 2387, penalizes attempts to undermine the loyalty, discipline, or morale of the armed forces. Alleged violations should be reported immediately to the Bureau.

- (5) Title 5, USC, §[7311, and Title 18, USC, § 1918,] prohibit Government employment of persons who are disloyal or who assert the right to strike against the Government. [Title 5, USC, § 3333,] provides that an individual accepting office or employment in the Government of the U. S. shall, within 60 days, execute an affidavit certifying that he does not advocate the violent overthrow of the U. S. Government, etc. The execution of a false affidavit constitutes a fraud on, or attempt to defraud, the Government within the purview of Title 5, USC, §[303,] so as to authorize Special Agents of the Bureau to administer oaths in investigations arising out of this law. Alleged violations of this law called to your attention should be furnished to the Bureau promptly and no investigation should be initiated on the basis of complaints received without prior Bureau authority. Refer to section 69H of this manual entitled "Security of Government Employees - Fraud Against the Government" for procedures to be followed regarding possible violations of this law discovered or received in connection with security of Government employees investigations.
- (6) Title 18, USC, § 1001, includes possible fraud against the Government violations wherein there are concealments or falsifications relating to subversive information. These violations must be presented to the Department by the Bureau for a prosecutive opinion rather than being presented locally to USAs. They ordinarily involve the execution of U. S. Government forms. Common violators are employees of private concerns having Government contracts who execute Government forms required for clearance for access to classified information.

Upon receipt of information indicating a violation of this type, investigation under the "Security Matter - Fraud Against the Government" character should be initiated and the Bureau immediately advised. The Department has advised that it is essential, to establish jurisdiction, to prove that the form was presented to a Government agency for action or determination. This, therefore, should be the first investigative step. If the form was not presented to a Government agency, no further investigation should be made and the Bureau so advised. In this case, remain alert for information the form is later presented Government agency. The fact subject actually signed the must be established by testimony of witnesses to the signature, handwriting examination, or other conclusive evidence. The original of the form must be located. Sources that furnished pertinent information concerning subject during previous investigations and other potential witnesses should be thoroughly interviewed to determine the basis for each item of pertinent information furnished and to obtain the identities of other potential witnesses. Where affiliation with subversive organizations is involved, interview individuals who were members of same units of these organizations as subject for indicia of his membership, such as attendance at closed meetings, payment of dues, holding of office, etc. If possible, develop evidence to supplant pertinent information furnished by current informants. Obtain prior Bureau authority to interview the subject. Interview subject and potential witnesses furnishing pertinent information under oath and obtain sworn signed statements if possible. An exception may be made when interviewing established sources, such as current informants, if oath and/or signed statements not considered desirable under circumstances. Be guided by instructions in section 6b, (7), below when interviewing potential witnesses with subversive backgrounds.



## E. INVESTIGATIONS OF COMMUNIST FRONT AND MISCELLANEOUS ORGANIZATIONS

## 1. Purposes

- a. To obtain sufficient pertinent data to make possible accurate determination of organization's true character
- b. To obtain intelligence data and keep Department and other interested Government agencies advised regarding existence and activities of subversive organizations
- c. To obtain legally admissible evidence re subversive nature of such organizations to permit implementation of:
  - (1) Internal Security Act of 1950
  - (2) Registration Act
  - (3) Smith Act of 1940
  - (4) Executive Order 10450

## 2. General policy

- a. Newly formed known or suspected subversive organizations
  - (1) Upon receipt of information concerning formation of such a group, immediately open a case and advise Bureau at that time.
  - (2) After conducting sufficient inquiry to determine true character of group
    - (a) If further investigation warranted, advise Bureau through established report writing procedures.
    - (b) If further investigation not warranted, advise Bureau results of investigation and specific reasons for determination in letter form.
- b. Established subversive groups
  - (1) Keep Bureau currently advised by appropriate communication re pertinent activities including any changes in principal officers, structure of organizations, and forthcoming events.
  - (2) If no specific leads outstanding, case may be placed in pending-inactive status after submission of initial report.
  - (3) Submit reports at least every six months.
  - (4) In reports concerning communist front organizations and miscellaneous organizations, such as the Nation of Islam, leadership in which is grounds for inclusion in the security index, include on cover pages a statement that all persons named in the report as officers or leaders and who reside within the area covered by the reporting office are listed in the security index or are informants or sources. Exceptions should be named and a statement made as to the status of their investigations.]
- c. Organizations political in character
  - (1) Investigation should not be instituted without Bureau approval.
  - (2) Furnish all pertinent information concerning communist infiltration, influence, or control of such organizations to Bureau in letter form.
- d. Organizations connected with institutions of learning
  - (1) No investigation to be conducted without prior Bureau approval
  - (2) If requesting Bureau authority to investigate, submit complete available data and reason investigation is desired.
  - (3) If Bureau authority granted, it will be permissible to contact all established reliable sources, including those connected with institution of learning.
  - (4) Before conducting any interview with individual connected with institution of learning re security-type investigation of an organization, whether organization itself has been connected with institution of learning, Bureau authority must be obtained to conduct such interview unless individual is established reliable source.
  - (5) Section 87D 5a (1) of this manual should be read in conjunction with above instructions.
- e. Legitimate noncommunist organizations that are communist infiltrated
  - (1) No investigation should be conducted without prior Bureau approval.

- (2) Investigations should be handled most discreetly by experienced Agents.
- (3) Advise Bureau promptly under caption "Cominfil (name of organization)" when one of the following exists and include your recommendation for instituting an investigation:
  - (a) The Communist Party has specifically instructed its members to infiltrate the organization.
  - (b) Communist Party members have infiltrated the organization in sufficient strength to influence or control the organization.
- (4) When advising Bureau, include data concerning following items:
  - (a) Name and address of organization
  - (b) Extent of communist infiltration
  - (c) Identities of Communist Party members and positions held in organization
  - (d) Informant coverage afforded organization  
Set forth positions held by informants and whether informants are members or merely reporting on organization.
  - (e) Recommendation whether additional investigation is deemed warranted

Above instructions apply to local chapters or affiliates, as well as the national organization. Break down information required under items (c) and (d) above by local chapters where such exist.

- (5) No informant or source should be instructed by the FBI to join or attend meetings. If Communist Party asks the informant to do so, he should, of course, comply.
- (6) No member of the organization not already an established source should be contacted regarding the organization. This does not preclude pretext interviews where advisable.
- (7) Data concerning following topics should be fully developed and reported on:
  - (a) Basis for investigation and fact that our investigation is directed solely toward establishing extent of Communist Party infiltration, or that organization specific target for infiltration, and that Bureau not investigating legitimate activities of organization.
  - (b) Address of organization
  - (c) Brief characterization of organization, including total membership
  - (d) Principal officers of organization
  - (e) Communist Party program to infiltrate this organization and influence its policy
  - (f) Results of this program, including Communist Party affiliations of officers and members
- (8) Caption of all correspondence should contain the phrase "Communist Infiltration of" preceding the name of the organization.
- (9) In the event infiltration of the organization reaches such a proportion that its activities are dominated and controlled by the Communist Party, submit your recommendation to the Bureau regarding changing the investigation from communist infiltration to that of a communist front.

- [h. Dissemination of information to Secret Service regarding plots against the President  
On 2-3-65, an "Agreement Between the Federal Bureau of Investigation and the Secret Service Concerning Presidential Protection" was signed and became effective. This agreement is set out in its entirety in section 102, volume IV, of this manual.

The agreement provides that the FBI, in its investigations of organizations whose activities are inimical to the welfare of the U. S., will be alert to and promptly notify Secret Service of any information indicating a plot against the person of the President; thereafter, it is the responsibility of Secret Service to initiate such action as is necessary to neutralize such a plot.

The field must be alert during the course of the investigation of an organization for information indicating a plot against the person of the President. Upon receipt of such information, immediately furnish complete details to the nearest office of Secret Service and appropriate local law enforcement agencies and advise the Bureau at that time by teletype, or telephone if the facts warrant, of the information furnished and the fact it has been so disseminated. An immediate attempt should be made to verify the information received but no evaluation of the information should be attempted.

Prepare at once a letterhead memorandum which should include complete details disseminated and the identities of the Secret Service officer and the local law enforcement officers to whom given and the date and time of notification. Promptly disseminate the letterhead memorandum locally to Secret Service and any other appropriate Government agency and furnish sufficient copies to the Bureau for dissemination at the SOG. Thereafter, copies of all letterhead memoranda and reports concerning the organization should be disseminated locally to Secret Service on a continuing basis and extra copies of such communications should be furnished the Bureau for dissemination at the SOG.

The field should insure that the identities of the members of the organization who are "in" on the plot are determined. Background information concerning the individuals (see items 1 and 3 of appendix A to the agreement) should be fully developed and included in the communications prepared and disseminated to Secret Service. If such identities and information are known at the time the initial information is received, they should be included in the first letterhead memorandum prepared in the matter.]

3. Investigative procedures and suggestions re communist front organizations To accurately and clearly show true nature of communist front groups, data concerning the following topics, where applicable, should be fully developed and reported on:

- a. Origin and scope
  - Date of formation. Circumstances under which founded.
  - Determine who in Communist Party instructed organization be set up; whether decision to set up group made at meeting of party functionaries and, if so, identify functionaries present; identity of individual or individuals responsible for organizing group.
  - Identify all known chapters, if any, and location thereof.
- b. Whether incorporated
  - Many organizations are incorporated requiring filing of incorporation papers with appropriate state officials.
- c. Aims and purposes
- d. Location of headquarters
- e. Officers
  - List principal officers, board of directors, etc., and appropriate characterization of each showing communist affiliation.

[The cover pages of the report should state that all persons named as officers or leaders of the organization and who reside within the area covered by the reporting office are listed in the security index or are informants or sources. Exceptions should be named and information furnished concerning the status of their investigations.]

- f. Membership
  - Ascertain estimated membership. Whenever possible, secure membership lists, mailing lists, or other records [showing] affiliation with organization. Usually obtainable through informant coverage or utilization of various investigative techniques. Secure accurate description of all lists to make sure there is no confusion as to the exact identity or significance of list being reported on.
- g. Official organ, if any, and other literature
  - (1) May be obtained through confidential mailbox, panel sources, and confidential informants
  - (2) All such literature should be appropriately identified.
  - (3) At least one copy of each pertinent piece of literature should be promptly furnished to Bureau.
- h. General activities
- i. Finances
  - Special efforts must be made to locate and monitor bank accounts of organizations. Location of bank accounts frequently obtainable through confidential informants, credit records, public utility records, records of rental agent, and monitoring of other organizations' bank accounts.
- j. Support given to Communist Party
  - Preponderance of evidence should be developed [showing] support, financial or otherwise, given by the organization to the Communist Party.
- k. Support received from Communist Party
  - Preponderance of evidence should be developed [showing] support, financial or otherwise, received by the organization from the Communist Party.
- l. Implementation of Communist Party line
  - Can usually be shown through comparison of programs and literature of organization with those of Communist Party during any particular period.

Data concerning above topics can usually be secured through the following sources: confidential informants, incorporation records, bank records, literature and publications of organization, newspapers, public meetings and rallies, confidential investigative techniques, various types of public records, panel sources, confidential sources and other sources of information, interviews with past or present

(6) Character

- (a) Key figures and top functionaries  
Internal Security - followed by the letters designating the organizational affiliation or nationalistic tendencies.  
Examples:

Internal Security - C  
Internal Security - SWP

- (b) Others  
Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.  
Examples:

Security Matter - C  
Security Matter - SWP  
Security Matter - X (native fascist)  
Security Matter - M (miscellaneous)

When a subject is deleted as a key figure, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a key figure, the first report after the designation and all subsequent reports shall bear the internal security character. [Communications regarding subjects who are employed in key facilities should bear the words "Key Facility" in the character. Communications regarding subjects who are members of the Communist Party, USA, National Committee should bear the words "National Committee" in the character.]

(7) Deleted  
(8) Status

All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:

(a) Top functionaries

I. Pending inactive

- (A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

(b) Key figures

I. Pending inactive

- (A) Reports are to be submitted semiannually. Forty-five days prior to the date a semiannual report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

(c) Deleted

## (d) Other security index subjects

## I. Closed

- (A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of an annual investigative report. If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter to the Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed. The cases shall be opened and assigned 45 days prior to the date the annual report is due. Such cases shall also be opened and assigned six months after submission of the annual report to accomplish verification of addresses. Upon such verification, the cases should be closed administratively.

## (e) Cases of subjects recommended for security index

## I. Pending inactive

- (A) If all active investigation completed at the time FD-122 forwarded to Bureau
- (B) Set forth lead to follow Bureau for security index card and if approved [for dissemination of report to] Secret Service.

## II. Closed

- (A) Upon receipt of security index card from Bureau and dissemination to Secret Service
- (B) Thereafter follow by administrative tickler for investigative report as in (d) above.

## (f) Subjects not in security index who are not to be included therein

## I. Closed

- (A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

## (9) Content

- (a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.

## I. Background

- (A) Birth date
- (B) Citizenship status
- (C) Education
- (D) Marital status
- (E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
- (F) Identification record
- (G) Employment
- (H) Residence
- (I) Status of health (if known)

## II. Connections with Communist Party (or other basic revolutionary groups and/or front organizations)

- (A) Information concerning admission to revolutionary group including sponsors, etc.
- (B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

## 1. Reporting of evidence developed on individual members

Any admissible evidence showing a violation of the Internal Security Act of 1950, Title 50, USC, § 784 (a) (1) (E), as it pertains to union officers, employees, and representatives of management (see paragraph f(4), page 93, of this section and volume III, section 67C, of this manual) should be furnished to the Bureau in a report on the individual [and the report should] carry the single character, Internal Security Act of 1950 - Labor (classification 122). Any admissible evidence showing a violation of this act on the part of any other individual should be furnished to the Bureau in a report on the individual and [the report should] carry the dual character, Internal Security - C or Security Matter - C, and Internal Security Act of 1950 (classification 100), [except employment in a defense facility in which case the words "Defense Facility" should appear instead of Internal Security Act of 1950.] See section 87D of this manual for complete instructions relative to investigations of individuals.

## 2. Communist front organizations

## a. Definition - Title 50, USC, § 782

"The term 'Communist-front organization' means any organization in the United States (other than a Communist-action organization

- (j) In connection with periodic reports in security index cases, there are instances in which evidence of extensive activity in subversive organizations will be developed. In these cases it is permissible to report such information in narrative-type statements without indicating exact dates of activity; however, the period of time involved must be shown, as well as the inclusive dates of the informant reports.

This type reporting is not to be utilized in Smith Act of 1940 cases or Internal Security Act of 1950 cases. The narrative statements must be statements of facts and not conclusions and information from each source must be reported in separate narrative statements.

- (k) The above instructions in no way remove responsibility for reporting all items of pertinence to the Bureau, bearing in mind the fact that Bureau files must be complete insofar as matters of substance are concerned, nor is responsibility removed for the reporting in detail of information tending to establish a subject's knowledge of the basic aims and purposes of the subversive organizations with which affiliated or information tending to establish that a subject holds revolutionary and/or anarchist beliefs.

In the documentation of narrative statements set forth the location of the original documents in the field office files by the file number and serial scope.

(10) Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

- I. Reserve index, security index, file numbers and titles of other cases, priority apprehension program, key figure or top functionary status, security index flash notices (FD-165), forms FD-122, FD-122a, FD-128, and FD-128a, and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature



- II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:
- (A) That subject is included in the security index
  - (B) That data appearing on security index card is current
  - (C) That FD-122 has been submitted to Bureau where security index card changes are necessary
  - (D) That a suitable photograph is or is not available [and date photograph was taken]
  - (E) That subject is employed in a key facility and agency charged with security responsibility is specified and that agencies interested in that facility are specified
  - (F) Reason for classifying report
  - (G) Dates subject was previously interviewed and reason for not reinterviewing subject
  - (H) That subject no longer meets security index criteria and a letter has been directed to the Bureau recommending cancellation of the security index card
  - (I) That subject's case has been reevaluated and reasons are set forth as to why subject's activities continue to fall within security index criteria
  - (J) That subject's security index card is or is not tabbed detcom and reasons why subject's activities warrant detcom tabbing
- III. Form FD-305a containing items pertinent to reserve index subjects will be similarly utilized in connection with the submission of reports in reserve index cases.
- (b) Documentation of reports
- I. Deleted
  - II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.
  - III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.
  - IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of photostats of documents obtained by the other offices and the identity

## (10) Communist infiltration of mass organizations program

- (a) Submit semiannual letters March 1 and September 1 under caption of above program, Bufile 100-3-106, using following topical outline and headings:

## I. Information concerning Communist Party program

Furnish summary of information received concerning overall Communist Party program to infiltrate mass organizations, nationally and locally; steps taken to carry out program [including statements made by Communist Party leaders, directives issued by the Communist Party, and articles appearing in Communist Party publications;] and success being achieved by party.

## II. Recommendations for additional investigation

Briefly outline steps being taken to keep abreast of Communist Party efforts to infiltrate mass organizations and indicate specifically what additional investigation will be undertaken to determine the extent to which mass organizations are being influenced, dominated, or controlled by the Communist Party.

## III.

Identity of organizations which are targets for infiltration or have been infiltrated by the Communist Party. List names and Bureau file numbers of all organizations which are subject of a pending communist infiltration case. Include descriptive data concerning each organization and indicate extent to which organization has been infiltrated.]

- f. Members of law enforcement agencies are not to accompany Bureau Agents during course of security-type investigations without prior Bureau authority.

## g. Photographic surveillances

- (1) No photographic surveillances are to be conducted in communist front organization cases unless it is essential to protect Bureau's interests in internal security field by supplementing live informant coverage of a particular meeting with such a surveillance.
- (2) Request Bureau authority to institute such a surveillance and outline manner in which it will be conducted and supervision which will be afforded it.
- (3) No such surveillances should be instituted without specific Bureau authority.

in a key facility, copies of reports bearing the dual character, "Security of Government Employees; Security Matter - C" should be furnished to appropriate intelligence agencies of the armed services by the field offices as shown in sections 69, volume III, and 87D 7c (2), of this manual. For instructions regarding dissemination to the Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, see 8 (3), of this manual.

Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including policy, investigative procedures, and dissemination are set out in section 69, volume III, of this manual.

- (7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services  
Dissemination should be made locally to the intelligence service of the military branch involved.
- (8) Airmen issued certificates by Federal Aviation Agency (FAA)  
FAA issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way: individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to FAA. Such dissemination will be made only at the Bureau. [For additional instructions regarding dissemination to FAA, see Manual of Rules and Regulations, part II, section 5.]
- (9) Security index - dissemination of information to Secret Service  
Under the agreement between the Bureau and the Secret Service concerning Presidential protection dated 2-3-65, which is set out in its entirety in section 102, volume IV, of this manual, reports are to be disseminated henceforth to Secret Service in all security index cases. An extra copy of the report in these cases should be furnished the Bureau. At the time the agreement was entered into, letterhead memoranda in all security index cases had been disseminated to Secret Service. Therefore, prior reports in these cases will not be disseminated.

Under the terms of the agreement, it is essential to advise Secret Service of the reason or reasons for referral - statement of the class or classes in appendix B of the agreement which the individual referred fits. For this purpose utilize form FD-376, which is designed to serve as a letter of transmittal for both local dissemination and dissemination at the SOG. The original and one copy of this form should be forwarded to the Bureau. A copy is to be maintained in the main case file and upon transferral of office of origin in any case, the new office of origin is to be furnished a copy. Careful consideration must be given to insure that the individual is properly categorized. In the case of subject being recommended for the security index, withhold dissemination pending Bureau approval of his security index status; forward FD-376 as in any other case.

In the case of individual subject of prior investigation who is currently being recommended for the security index, do not disseminate prior reports. However, prepare a letterhead memorandum including pertinent information previously developed which should be disseminated to Secret Service, together with the current report. Copies of this letterhead memorandum should be forwarded to the Bureau for dissemination at headquarters level.

## (4) Content

- (a) Each card in section A and section B should contain, as a minimum, the following:
  - I. Name and aliases
  - II. Race
  - III. Sex
  - IV. Organizational affiliation or nationalistic tendency
  - V. Citizenship
  - VI. Residence
  - VII. Employment
  - VIII. Birth data
  - IX. Office file number
  - X. The letters "SS" if dissemination has been made to Secret Service in accordance with instructions in section [134B,] item 2, volume [IV,] of the manual
- (b) In addition, membership and position or association with a subversive group or groups, together with the source and date of the information, may be added.

## (5) Removal and deletion of cards

- (a) Destroy cards on individuals who subsequently become security informants or sources or who subsequently become subjects of security index cards.
- (b) Advise the Bureau of the destruction only in the case of section A cards.

## b. Security index

## (1) Purpose

- (a) Security index cards are prepared and maintained by the Bureau to serve as operational guide for apprehension of persons deemed dangerous or potentially dangerous to the internal security of the country in the event of a national emergency.
- (b) It shall contain the names of all persons who have been determined through investigation to be dangerous or potentially dangerous because of their membership in or affiliation with or espousal of organizations of a subversive or nationalistic character and/or foreign organizations and who will be apprehended upon receipt of instructions from the Attorney General.
- (c) It shall include subjects of espionage investigations and any other type of Bureau investigation provided their activities bring them within the scope of the security index criteria.
- (d) Action shall be taken against individuals included in the security index only upon authorization of warrants of arrest by the Attorney General. However, in preparing and maintaining the security index, to all practical effects, the Bureau is making the decision as to those persons who will be apprehended in the event of an emergency, inasmuch as the Attorney General has advised that he does not have funds or

- manpower to review security index cases.
- (e) Names shall be included in the security index only when investigation has established and reports[show] sufficient facts and evidence to justify the inclusion of each subject in the security index.
  - (f) The contents of the security index must be accurate and correct at all times. Matters pertaining to its preparation and maintenance must be given preferred, expeditious, continuous, and detailed attention.
  - (g) Matters pertaining to the security index are strictly confidential and are not to be mentioned or alluded to in investigative reports.
  - (h) The general operation and content of the security index must not be discussed by field personnel of the Bureau without prior Bureau authority.
  - (i) Matters pertaining to the security index may be discussed with duly qualified representatives of other Federal intelligence agencies only on a strictly confidential basis and only in instances in which an individual subject of prime interest to one of these services is involved.
- (2) Determination of dangerousness of an individual
- (a) The dangerousness of a member or affiliate of a subversive organization does not necessarily depend entirely upon his personal characteristics, such as aggressiveness or a disposition to violence. Although these factors must be taken into consideration in evaluating an individual's potential dangerousness, other factors are essential in making this determination. An individual's dangerousness also depends upon the contribution he has made or is making to the advancement of the principles and aims of the subversive movement with which he is connected or his subversive potentialities in the event of a national emergency. Bear in mind that a subject active in a subversive organization is not merely an isolated individual but is a part of an organization of which the purposes are opposed to the best interests of the U. S. An individual's loyalty to a subversive organization and the principles thereof is a primary factor to take into consideration in evaluating his potential dangerousness; [however, regardless of evidence of subversive affiliation, all evidence developed during the course of a security investigation must be carefully weighed for the purpose of determining whether the subject's activities depict him as a potentially dangerous individual in time of a national emergency. Factors having a bearing upon an individual's potential dangerousness are numerous and will vary in each case in degree.]
- Among such factors are:
- I. Long continued membership in a subversive organization
  - II. Affiliation with or attendance at training schools, especially leadership schools
  - III. Frequent or regular attendance at organizational meetings and functions
  - IV. Subscriptions to publications of a subversive organization
  - V. Possession of or continued study of revolutionary literature
  - VI. Preparation or distribution of subversive propaganda and/or literature
  - VII. Holding positions in the subversive organization or in other organizations of a front character which indicate confidence of such organizations in his loyalty
  - VIII. Espousal of a subversive line exemplified in his acts and utterances

After initial dissemination to Secret Service in security index cases, as changes occur in the status of the individuals involved with respect to residence and employment, advise Secret Service locally and furnish two copies of the letterhead memorandum to the Bureau for dissemination at the SOG. Form FD-366 may be used for this purpose. The letterhead memorandum should contain a reference to the previous communication disseminated to Secret Service.

When reporting changes in residence and/or employment concerning Chinese and Cuban aliens on the security index, in addition to dissemination to Secret Service, also advise the Immigration and Naturalization Service (INS) locally, and furnish four copies of the letterhead memorandum to the Bureau for dissemination at the SOG. Bear in mind in filling out the reference that some letterhead memoranda have been expressly prepared for dissemination to Secret Service only and are not to be furnished to the Department or INS; therefore, the copy furnished INS locally and two of the copies furnished the Bureau should reference the last communication to INS.

For instructions pertaining to dissemination to Secret Service in other than security index cases, refer to section [134B,] volume [IV,] of this manual.

Upon transfer of office of origin in one of these cases, the old office of origin is to furnish Secret Service locally with the subject's new residence and business address and advise the Bureau that such has been done by the submission of two copies of the letterhead memorandum disseminated locally. The new office of origin need take no action regarding dissemination to Secret Service until such time as further changes occur with respect to the subject's status or until preparation of the next periodic report in the case.

(10) Dissemination at the Bureau

There are some situations in which dissemination is made at the Bureau instead of in the field. In the majority of instances, information received by the FBI should be furnished immediately to some other agency within the executive branch of the Government so that the responsibilities of the other agency might be fulfilled properly. Care must be taken, however, to disseminate information to any field branch of another Government agency where such a procedure is deemed inadvisable because of the inadequacy of security measures in that branch. In these instances the data should be brought to the immediate attention of the Bureau for dissemination at the SOG. An example of the latter is, of course, the Atomic Energy Commission which receives reports only through the Bureau, as noted in section 87D 7c (3) of this manual. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including the State Department, only at the SOG, as set out in 87D 1b (4). Dissemination is also made at the SOG to the State Department, unless it appears undesirable, in those cases in which subjects have been indicted for violations grounded on subversive activities. Dissemination in these cases is made to preclude these subjects from utilizing the fact they obtained a passport to refute allegations of subversive connections. The State Department, therefore, will be in possession of data concerning a defendant should he attempt to utilize this tactic in such an action.

b. Data developed concerning individuals who are not within the Bureau's investigative jurisdiction

(1) Members of the armed forces

The Delimitations Agreement between the FBI and the armed forces intelligence agencies states that the responsibility assumed by one organization in a given field carries with it the obligation to exchange freely and directly with other subscribing organizations all information of mutual interest.

Thus, in discharging our basic responsibility in the internal security field, it is imperative that information concerning members of the military services be referred immediately to the appropriate branch having primary responsibility for its personnel. This procedure is mandatory, even though the security aspects of the data have not been fully resolved or verified. It should be specifically pointed out in such instances that the information has not been verified.

Section 87D 5b of this manual instructs that if it is determined a security subject is a member of the armed services the investigation must at that point be discontinued immediately and reported to the Bureau. The basis for such instruction lies in the fact that the subject is no longer within our investigative jurisdiction. In addition, dissemination of pertinent reports must be made locally in the field to the appropriate intelligence agency.

Our responsibility with regard to military personnel is not confined to those who have been the subjects of security investigations. It extends to any subversive derogatory data developed against a member of the armed services during any of our investigations of either individuals or organizations. For instance, if it is determined that a member of the armed forces has been in contact with a security subject or with any individual or group raising security implications, the appropriate intelligence service should be immediately advised locally. This should be done even though the security aspects of the contact have not been resolved, so that the military services may be in a position to discharge their responsibilities. It must be pointed out to them specifically in such instances that the data are unverified, and pertinent developments must be transmitted to them thereafter immediately upon receipt.

Section 87D 6b (1) (h) provides that during the course of investigations it must be determined whether the subject has any close relatives in the armed forces. Our responsibility requires that such associations be called to the attention of the appropriate military intelligence services, together with pertinent data, including reports, on the security subjects involved. The evaluation of these associations lies entirely within the province of the intelligence services; but for the reasons stated previously herein it is incumbent upon the Bureau to disseminate this information immediately upon receipt.

Any subversive contacts or information developed concerning military personnel must be set out in a letter to the Bureau together with a statement as to the local dissemination made in the field. Such letter should be accompanied by a [letterhead] memorandum setting out with particularity the subversive data in a form entirely suitable for dissemination.

- II. Race  
White and Caucasian W  
Negro N  
Chinese C  
Others O  
(All others including Orientals (except Chinese),  
American Indians, etc.)
- III. Sex  
Male M  
Female F
- IV. Citizenship  
Native born NB  
Naturalized NA  
Alien AL  
(If citizenship status is unknown when security  
index card is recommended, space should be left  
blank but status should be ascertained and sub-  
mitted by FD-122.)
- V. Organizational affiliation or nationalistic tendency  
Communist Party, USA COM  
Progressive Labor Party PLP  
Socialist Workers Party SWP  
Johnson-Forest Group JFG  
American Socialist Clubs ASC  
Nationalist groups  
advocating independence  
for Puerto Rico PRN  
Proletarian Party of America PPA  
Nation of Islam NOI  
Bulgarian BUL  
Cuban CUB  
Czechoslovakian CZE  
Hungarian HUN  
[Romanian ROM]  
Russian RUS  
Yugoslavian YUG
- VI. Dangerousness classification (where applicable)  
Detcom DC
- VII. Key figure and top functionary designation (where applicable)  
Key figure KF  
Top functionary TF
- VIII. Special section cards  
Atomic energy program employees AEP  
Cuban special section CUB  
Espionage subjects ESP  
Foreign government employees FGE  
Pro-Tito subjects YUG  
United Nations employees UNE  
U. S. Government employees GOV
- IX. Unavailable section cards  
Missing MI  
Out of country OC  
Imprisoned PR
- X. Date and place of birth
- XI. Key facility geographical reference number and abbrev-  
iation denoting the agency having security responsibility  
for the key facility obtained from the Department of  
Defense Key Facilities List (where applicable)
- XII. Residence address
- XIII. Employment address and any additional data deemed  
necessary to assist in locating a subject in an  
emergency. Labor union affiliation, if any.
- XIV. Field office file number



## (b) Data to appear on separate attached card

- I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.
  - (A) Complete description
  - (B) Notation that security index flash notice has been submitted for posting in Identification Division
  - (C) Photograph, with date taken placed below. [This photograph is to be the most current or best likeness of subject.]
  - (D) Dangerous characteristics of subject, including notation if subject possesses firearms
  - (E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

## (6) Arrangement of the security index

## (a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

agency responsible for such action. Forward such data to Bureau and incorporate in next report submitted concerning individual in question. Where no investigation has been conducted by Bureau and there is no case on individual being denied clearance, give consideration to opening a security investigation if information received from intelligence agency warrants such action.

- (2) Inclusion in security index  
In recommending key facility employee for inclusion in security index, FD-122 is to contain:
- (a) Key facility geographical reference number
  - (b) Abbreviation for agency having security responsibility
  - (c) Abbreviations for other agencies known to have classified contracts with the key facility. Interested agencies should be identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards returned from Bureau.
  - (d) Abbreviation AEC immediately following abbreviation for agency having security responsibility when abbreviation of responsible agency on key facilities list is followed by asterisk, which denotes Atomic Energy Commission is involved in security responsibility. This data will appear on security index cards returned from the Bureau.

If subject of existing security index card is found to have become employed in a key facility, FD-122 must be submitted to Bureau with above-required key facility data set forth thereon. Case is then to be handled in accordance with instructions set forth below concerning key facility cases.

- (3) Dissemination  
Upon receipt of original complaint or allegation concerning key facility employee from source other than interested intelligence agency, a summary of complaint and information concerning the individual should be furnished immediately by letter to interested intelligence agency. Intelligence agency should then be advised whether a security investigation is being conducted of the individual and, if investigation is being conducted, that copies of reports will be furnished upon completion of investigation. Letter to intelligence agency should clearly point out that information is unsubstantiated and has not been verified through investigation by FBI.

[In addition to disseminating to interested intelligence agencies information of a derogatory security nature developed concerning persons employed at facilities holding classified contracts, with the exception of classified contracts with the Atomic Energy Commission, such information should be furnished to the Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio, 43215, attention Chief, Adjudication Division. In each instance, advise the interested intelligence agency that dissemination has been made to DISCO. This dissemination is to include derogatory subversive information developed concerning persons who may not be currently employed at such a facility but who are known to be holders of an industrial security clearance.]

These instructions do not apply to allegations of espionage or those of such a confidential character as would not ordinarily be disseminated. Such information appearing to be of immediate interest to other intelligence agencies should be submitted to Bureau by most expeditious means, depending upon the circumstances, with a request that the Bureau consider advisability of disseminating it.

Disseminate copies of each report to the local representative of agency having security responsibility, as well as to local representative of other intelligence agencies known to have

classified contracts with the key facility.] Copies of reports for the Marine Corps should be disseminated locally to ONI.

Dissemination to the Atomic Energy Commission (AEC), Defense Atomic Support Agency (DASA) (formerly Armed Forces Special Weapons Project), the Research and Development Board (RDB), and the Maritime Administration (MA) will be made at the Bureau, and not in the field.

(4) Status of cases

After all active investigation conducted, place in a closed status. Forty-five days before report due, make case pending active and check with armed services representative at the key facility, or with other reliable sources, to determine whether subject has access to classified or restricted material.

d. Key figure and top functionary program

(1) General

Purpose of key figure and top functionary program is to select for special attention those individuals in a subversive movement who are of outstanding importance to the effectiveness of the movement.

Key figure and top functionary program is described below as pertaining to the Communist Party, USA. However, it also applies to important individuals active in or on behalf of other basic revolutionary groups.

(2) Key figures

(a) Definition

A key figure is an individual, either a member or non-member of the Communist Party or other basic revolutionary organization, who, by reason of his official position in the organization or his connections with the communist movement and his activities on its behalf, is considered of sufficient importance and potential dangerousness from an internal security standpoint to require immediate apprehension or detention in the event of an emergency. Individuals coming within the following categories shall be considered within the definition of a key figure:

- I. National, district, and state officers and the principal officers of the local clubs of the Communist Party
- II. The principal organizers of the Communist Party
- III. Those communists who are executive officers or outstanding figures in established communist front or communist-controlled organizations, foreign language groups, and Negro organizations infiltrated by communists
- IV. Individuals extensively engaged in communist infiltration of the labor movement, including principal officers of labor organizations who are members of or closely affiliated with the Communist Party. In

in a key facility, copies of reports bearing the dual character, "Security of Government Employees; Security Matter - C," should be furnished to appropriate intelligence agencies of the armed services by the field offices as shown in sections 69, volume III, and 87D 7e (2), of this manual. [For instructions regarding dissemination to the Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, see 87D 7e (3), of this manual.]

Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including policy, investigative procedures, and dissemination are set out in section 69, volume III, of this manual.

- (7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services  
Dissemination should be made locally to the intelligence service of the military branch involved.
- (8) Airmen issued certificates by Federal Aviation Agency  
Federal Aviation Agency issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way: individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to Federal Aviation Agency. Such dissemination will be made only at the Bureau.
- (9) Security index - dissemination of information to Secret Service  
Under the agreement between the Bureau and the Secret Service concerning Presidential protection dated 2-3-65, which is set out in its entirety in section 102, volume IV, of this manual, reports are to be disseminated henceforth to Secret Service in all security index cases. An extra copy of the report in these cases should be furnished the Bureau. At the time the agreement was entered into, letterhead memoranda in all security index cases had been disseminated to Secret Service. Therefore, prior reports in these cases will not be disseminated.

Under the terms of the agreement, it is essential to advise Secret Service of the reason or reasons for referral - statement of the class or classes in appendix B of the agreement which the individual referred fits. For this purpose utilize form FD-376, which is designed to serve as a letter of transmittal for both local dissemination and dissemination at the SOG. The original and one copy of this form should be forwarded to the Bureau. A copy is to be maintained in the main case file and upon transferral of office of origin in any case, the new office of origin is to be furnished a copy. Careful consideration must be given to insure that the individual is properly categorized. In the case of subject being recommended for the security index, withhold dissemination pending Bureau approval of his security index status; forward FD-376 as in any other case.

In the case of individual subject of prior investigation who is currently being recommended for the security index, do not disseminate prior reports. However, prepare a letterhead memorandum including pertinent information previously developed which should be disseminated to Secret Service, together with the current report. Copies of this letterhead memorandum should be forwarded to the Bureau for dissemination at headquarters level.

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office territory, the name and title of each Negro included in this total who maintains a national level position, and the name and title of each Negro included in this total who maintains a district level position above the status of "club chairman." Members of the Communist Party, USA, who are now carried as unidentified but who are known to be members of the Negro race should be included in the total number of Negroes.]

When possible, totals should be broken down as to nationality, sex, employment, veterans, and membership in unions. Auxiliary offices which, due to lack of Communist Party activity in their divisions, have been authorized to submit data by quarterly letter should include membership figures in these letters to the Bureau and office of origin. These letters to be submitted by auxiliary offices prior to first day of month in which quarterly report is due. Office of origin responsible to obtain complete figures from its auxiliary offices.

- (b) In preparing estimates, best available informants and sources must be used. Include in cover pages of quarterly reports evaluation of degree of reliability of figures furnished by each source and of final figures submitted. Also include in cover pages total number of individuals positively identified as Communist Party members and total number of individuals tentatively identified as party members within the twelve-month period immediately preceding the submission of the quarterly report. In reporting membership figures, information from one source only is not acceptable unless facts are set forth demonstrating information from this source is the most accurate and most reliable information available.
- (c) Explain in detail any increase or decrease in membership figures previously submitted. Where informants use such terms as "inactive" or "paper" members, their exact understanding of the meaning of the terms used and the number of individuals so described must be clearly explained. Full explanation must be made as to whether individuals so described are included in final membership figures submitted, together with reason for their inclusion or exclusion.
- (d) Results of membership recruiting drives
- (e) Make discreet efforts to ascertain results of annual national registration drives.
- (3) Funds (Bureau file 100-3-63)
  - (a) Income and expenditures
  - (b) Plans and results of fund drives including:
    - I. Total amount sought by the state Communist Party organization
    - II. Specific amount to be contributed by the state organization to the national committee fund drive
    - III. Specific amount to be contributed by the state organization to "The Worker" fund drive
    - IV. Specific amount to be retained by the state organization after contributing to the national committee and "The Worker" fund drives for use in the state organization's own operations
  - (c) Large contributions by known party groups or front organizations
  - (d) Identity of any new party "angels"
  - (e) Distribution of funds not sent to Communist Party headquarters, such as funds in safe-deposit boxes, separate bank accounts, etc.
  - (f) Any special padding of expense accounts by Communist Party functionaries should be reported.

- (g) Possible violations of state or Federal tax laws
- (h) Disbursements and collections of the "Reserve Fund"
- (i) Receipt of any money from abroad
- (4) Security measures (Bureau file 100-3-84)  
Any activities on the part of the security commission of the district which bring about new or unusual security measures, such as reducing clubs to "group captain systems," destruction of records, use of codes, clandestine meetings, investigations by the party of party members, etc.
- (5) Underground operations (Bureau file 100-3-94)  
Pertinent general information suitable for dissemination relating to underground operations of Communist Party. No information should be included in quarterly reports which would jeopardize informants or special investigative techniques. Current investigations relating to expanded underground operations during period 1951-1955 should be submitted by separate letter under individual case caption and should not be included in quarterly reports except for general information relating to methods of operation.
- (6) Factionalism (Bureau file 100-3-88)
  - (a). Submit pertinent information indicating that any ranking Communist Party members or group of members have developed views as "left-wing sectarianists" or "right-wing opportunists" inasmuch as the party has a policy of expelling members who develop such views.
  - (b) Unusual disputes or arguments between leading communists in any district should be included in this section.
- (7) International relations (Bureau file 100-3-81)
  - (a) Information relating to communication or contact between Communist Party, USA, and communist parties of other countries
  - (b) Identities of Communist Party officials who plan to travel in foreign countries, including the reason for their travel
  - (c) Reaction of responsible Communist Party officials to events taking place in foreign countries
  - (d) Communist Party strategy and tactics directed to attacks on U. S. foreign policy and support of U. S. S. R. and satellite foreign policy
  - (e) Policy matter concerning colonial affairs, such as Communist Party policy relative to obtaining of independence by colonial people]
- (8) United Nations (Bureau file 100-3-80)
  - (a) Communist Party policy or pertinent information in connection with the United Nations, including such matters as infiltration of the United Nations, contacts by Communist Party officials with representatives to the United Nations
  - (b) Communist Party strategy and tactics directed toward attacking U. S. policy and/or to support U. S. S. R. or satellite policy in the United Nations
- (9) [Deleted]

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- (D) Whether or not defector available for interview by all Agents
- (E) Whether he is in position to testify and willing to do so

- III. Do not include information concerning security informants for security reasons.
- IV. Proper maintenance of this file will be useful in identifying persons who may be in a position to furnish information of value in the future and will obviate necessity of extensive file reviews in this connection.
- V. A special index may be used for this file if desirable. If used, it should contain cards filed alphabetically indicating names, times, and places defectors were in a subversive movement and a brief description of information available from them. Break index down geographically and subdivide by years if desirable.

7. Administrative procedures

[a. Reserve index

(1) Purpose

The reserve index is designed to represent those persons who, in the light of ever-changing conditions, should be continually borne in mind from the standpoint of the security of the country with a view toward possible investigation, interrogation, or action under the security index program. This index may serve as an administrative aid and working index containing a central repository of the names of individuals having sympathy for or affiliation with the Communist Party or other basic revolutionary organizations.

(2) Individuals to be included

This index is to contain names of individuals when, following investigation, the information does not justify the inclusion of the subject's name in the security index when there is evidence of:

- (a) Membership in a basic revolutionary organization subsequent to January 1, 1949, together with some indication of sympathy or association with such an organization or a subversive front organization subsequent to the reported membership and no reliable evidence of defection
- (b) Investigation has failed to substantiate allegations of membership in a revolutionary organization within the past five years, coupled with some evidence or information indicating activity, association, or sympathy for the subversive cause within the same period, and no reliable evidence of defection.
- (c) The individual, within the past five years, by his associations, writings, financial support, or conduct in relation to and support of subversive organizations or the international communist movement is in a position to influence others at the time of a national emergency and no reliable evidence of defection.
- (d) Leadership or substantial activities in a major subversive front group over three years ago, together with some evidence of continuing activity, association, or sympathy for the subversive cause within three years and no reliable evidence of defection
- (e) Membership in a subversive front organization within the past three years and no reliable evidence of defection

## (3) Arrangement

This index is to be maintained in two sections, section A and section B. Each section will be maintained alphabetically on 5- by 8-inch cards.

## (a) Section A

Section A of the reserve index is designed to represent a special group of individuals who should receive priority consideration with respect to investigation and/or other action following the apprehension of security index subjects.

I. Section A should include those individuals whose subversive activities do not bring them within the security index criteria but who, in a time of national emergency, are in a position to influence others against the national interest or are likely to furnish material financial aid to subversive elements due to their subversive associations and ideology. Include in this section those individuals meeting the standards for inclusion in the reserve index and who fall within the following categories:

- (A) Professors, teachers, and educators
- (B) Labor union organizers or leaders
- (C) Writers, lecturers, newsmen, entertainers, and others in the mass media field
- (D) Lawyers, doctors, and scientists
- (E) Other potentially influential persons on a local or national level
- (F) Individuals who could potentially furnish material financial aid

## II. Recommendations for inclusion of names in the reserve index (section A)

(A) Recommendations for inclusion of names in section A of the reserve index are to be submitted to the Bureau by form FD-122a. A succinct summary setting forth the basis for the recommendation should be attached to the form FD-122a unless the recommendation is made simultaneously with a recommendation that the subject's name be deleted from the security index. In addition, if no report is accompanying the recommendation, a statement to that effect should appear on the page containing the succinct summary.

(B) Upon Bureau approval of recommendation for the inclusion of an individual's name in section A of the reserve index, two reserve index cards will be forwarded to the field. Add on the reverse side available descriptive data. One card is to be filed in your office, and one card is to be filed away from headquarters city at the same location as the extra set of security index cards is now stored.

## III. Periodic review of section A of the reserve index

- Investigations of individuals listed in section A of the reserve index are to be brought up to date annually and considered for security index status or retention in the reserve index. Form [FD-154a] may be used for the annual review. This investigation should include, as a minimum:
- (A) Verification of residence and employment
  - (B) Indices search and file review to determine whether additional investigation is warranted or whether an interview with the individual is desirable
  - (C) If additional investigation is conducted or if there is unreported information of a subversive nature contained in the files, submit a report.

IV. Changes, additions, and deletions of data appearing in section A of reserve index cards

- (A) Changes in data appearing on section A reserve index cards should be submitted to the Bureau by form FD-122a.
- (B) Deletions from section A of the reserve index should be recommended by letter. The letter should set forth the basis for the recommendation.
- (C) Changes in office of origin are to be handled by submission of form FD-128a. Forward section A cards to new office of origin.

(b) Section B

- I. This section is to contain the names of all other individuals included in the reserve index. This section is to be maintained only in the field office. Cases falling within this category should be thoroughly reviewed and analyzed from an investigative viewpoint at least once every two years on a continuing basis. As a minimum this review should include verification of residence and employment and contact with logical sources and informants. Be alert to selecting logical subjects for interview as means of developing potential sources, informants, and witnesses. Also be alert for recommending individuals for inclusion in section A of the reserve index or the security index if warranted. Form FD-154a may be used for this review.]
- II. Changes in office of origin are to be handled by submission of form FD-128a. Forward section B cards to new office of origin.

## D. SECURITY INVESTIGATIONS OF INDIVIDUALS

## 1. Definitions

The term "basic revolutionary organization" or "basic revolutionary group" when used hereinafter in this subsection shall apply to any one or all of the following organizations or groups in order to distinguish the organizations from front organizations:

- a. Communist Party, USA
- b. Socialist Workers Party
- c. Progressive Labor[Party]
- d. Proletarian Party of America
- e. Nationalist Party of Puerto Rico
- f. Johnson-Forest Group
- g. American Socialist Clubs
- h. See also 87C 1d.

## 2. Responsibility of the Bureau

- a. To conduct thorough investigation into the background and subversive activities of all persons in the U. S. and Puerto Rico who are dangerous or potentially dangerous to the internal security. Each SAC will be held responsible for the proper investigation of all persons in his area who, because of membership or affiliation with basic revolutionary organizations or other Marxist revolutionary organizations including splinter groups, may be potentially dangerous.
- b. To determine the identities, whereabouts, and activities of individuals constituting a threat to the internal security and develop sufficient information and evidence through investigation to sustain appropriate action by the Bureau should it become necessary for the Federal Government to institute prosecutive action against such individuals in courts of law or control their movement and activities in the event of a national emergency

## 3. Purpose of investigation

The primary purpose of these investigations is twofold, namely:

## a. Determination of dangerousness

To determine the identities, whereabouts, and activities of all individuals in the U. S. and Puerto Rico who, because of their membership in, activity in, or association with one or more of the revolutionary groups defined above or related groups, are dangerous or potentially dangerous to the internal security of the country, and the consequent collection of sufficient information concerning their subversive activities to justify apprehension in event of a national emergency

## b. Determination of violations of Federal statutes

- To determine the identities, whereabouts, and activities of all individuals who have been or may be violating laws of the U. S.
- (1) Direct investigation towards obtaining admissible evidence to establish the violation.
  - (2) Be alert for any information indicating a violation of the Federal statutes relating to espionage, sabotage, and sedition.
  - (3) Title 18, USC, § 2385, paragraph (1), prohibits the advocacy, etc., of forceful or violent overthrow of the Government. Paragraph (2) prohibits the printing and distribution of propaganda advocating the forceful overthrow of the Government. (Affiliation with an organization is not a prerequisite to prosecution under paragraphs (1) and (2).) Paragraph (3) makes it unlawful to organize or help to organize any society, etc., of persons who advocate overthrow of the Government by force or violence, or to be or become a member of or become affiliated with any such society knowing the purposes thereof. Conspiracy to violate this section is covered by Title 18, USC, § 371 (general conspiracy statute).
  - (4) Title 18, USC, § 2387, penalizes attempts to undermine the loyalty, discipline, or morale of the armed forces. Alleged violations should be reported immediately to the Bureau.



- (5) Title 5, USC, §§ 118p, 118q, and 118r (Public Law 330, 84th Congress, approved 9-9-55), prohibits Government employment of persons who are disloyal or who assert the right to strike against the Government. The law provides that an individual accepting office or employment in the Government of the U. S. shall, within 60 days, execute an affidavit certifying that he does not advocate the violent overthrow of the U. S. Government, etc. The execution of a false affidavit constitutes a fraud on, or attempt to defraud, the Government within the purview of Title 5, USC, § 93, so as to authorize Special Agents of the Bureau to administer oaths in investigations arising out of this law. Alleged violations of this law called to your attention should be furnished to the Bureau promptly and no investigation should be initiated on the basis of complaints received without prior Bureau authority. Refer to section [69N] of this manual entitled "Security of Government Employees - Fraud Against the Government" for procedures to be followed regarding possible violations of this law discovered or received in connection with security of Government employees investigations.
- (6) Title 18, USC, § 1001, includes possible fraud against the Government violations wherein there are concealments or falsifications relating to subversive information. These violations must be presented to the Department by the Bureau for a prosecutive opinion rather than being presented locally to USAs. They ordinarily involve the execution of U. S. Government forms. Common violators are employees of private concerns having Government contracts who execute Government forms required for clearance for access to classified information.

Upon receipt of information indicating a violation of this type, investigation under the "Security Matter - Fraud Against the Government" character should be initiated and the Bureau immediately advised. The Department has advised that it is essential, to establish jurisdiction, to prove that the form was presented to a Government agency for action or determination. This, therefore, should be the first investigative step. If the form was not presented to a Government agency, no further investigation should be made and the Bureau so advised. In this case, however, remain alert for information the form is later presented to Government agency. The fact subject actually signed the form must be established by testimony of witnesses to the signature, handwriting examination, or other conclusive evidence. The original of the form must be located. Sources that furnished pertinent information concerning subject during previous investigations and other potential witnesses should be thoroughly interviewed to determine the basis for each item of pertinent information furnished and to obtain the identities of other potential witnesses. Where affiliation with subversive organizations is involved, interview individuals who were members of same units of these organizations as subject for indicia of his membership, such as attendance at closed meetings, payment of dues, holding of office, etc. If possible, develop evidence to supplement pertinent information furnished by current informants. Obtain prior Bureau authority to interview the subject. Interview subject and potential witnesses furnishing pertinent information under oath and obtain sworn signed statements if possible. An exception may be made when interviewing established sources, such as current informants, if oath and/or signed statements not considered desirable under circumstances. Be guided by instructions in section 6b, (7), below when interviewing potential witnesses with subversive backgrounds.

- II. Race  
 White and Caucasian W  
 Negro N  
 Chinese C  
 Others O  
 (All others including Orientals (except Chinese), American Indians, etc.)
- III. Sex  
 Male M  
 Female F
- IV. Citizenship  
 Native born NB  
 Naturalized NA  
 Alien AL  
 (If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)
- V. Organizational affiliation or nationalistic tendency  
 Communist Party, USA COM  
 Progressive Labor[Party] [PLP]  
 Socialist Workers Party SWP  
 Johnson-Forest Group JFG  
 American Socialist Clubs ASC  
 Nationalist groups  
 advocating independence  
 for Puerto Rico PRN  
 Proletarian Party of America PPA  
 Nation of Islam NOI  
 Bulgarian BUL  
 Cuban CUB  
 Czechoslovakian CZE  
 Hungarian HUN  
 Rumanian RUM  
 Russian RUS  
 Yugoslavian YUG
- VI. Dangerousness classification (where applicable)  
 Detcom DC
- VII. Key figure and top functionary designation (where applicable)  
 Key figure KF  
 Top functionary TF
- VIII. Special section cards  
 Atomic energy program  
 employees AEP  
 Cuban special section CUB  
 Espionage subjects ESP  
 Foreign government employees FGE  
 Pro-Tito subjects YUG  
 United Nations employees UNE  
 U. S. Government employees GOV
- IX. Unavailable section cards  
 Missing MI  
 Out of country OC  
 Imprisoned PR
- X. Date and place of birth
- XI. Key facility geographical reference number and abbreviation denoting the agency having security responsibility for the key facility obtained from the Department of Defense Key Facilities List (where applicable)
- XII. Residence address
- XIII. Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.
- XIV. Field office file number

## (b) Data to appear on separate attached card

I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.

- (A) Complete description
- (B) Notation that security index flash notice has been submitted for posting in Identification Division
- (C) Photograph, with date taken placed below. [This photograph is to be the most current or best likeness of subject.]
- (D) Dangerous characteristics of subject, including notation if subject possesses firearms
- (E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

## (6) Arrangement of the security index

## (a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

## d. Other Marxist revolutionary groups

A long-established group which would come under this category is the Proletarian Party of America, a relatively small organization.

There also are a few small groups composed of ex-members of the Communist Party, USA, who have voluntarily left the party or who have been expelled, usually for factionalism.

## e. General

Communist investigations must be conducted in a most discreet and thorough manner at all times. Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority. Bureau employees should not discuss communist or related investigations with any unauthorized individual. The subject of communism is not to be used in speeches of Bureau employees without specific authorization. However, there is considerable mimeographed material in each office, including speeches, testimony, and magazine articles prepared by the Director which could be furnished outside individuals interested in the subject of communism without any discussion.

## 2. Purposes of investigation

## a. The investigation of the Communist Party, USA, and other similar-type organizations is of twofold purpose: (1) to obtain legally admissible evidence against these organizations for prosecution under existing Federal statutes set out above and (2) to follow closely the activities of these organizations from an intelligence viewpoint to have a day-to-day appraisal of the strength, dangerousness, and activities of these organizations seeking the overthrow of the U. S. Government.

## b. Suggestions for proper coverage of the investigation of the Communist Party as an organization and similar organizations should include:

- (1) The assignment of sufficient Agent personnel to insure that all of the important ramifications of party activities are properly covered
- (2) Development of confidential informants in all party levels, including the national headquarters organization
- (3) [Deleted]
- (4) The constant effort to develop admissible evidence against party officials for violation of Federal laws

## c. Brief to establish illegal status of Communist Party, USA

- (1) Purpose of brief is to collect all legally admissible evidence to prove illegality of party in one file. (Bufile 100-3-74)
- (2) Reports on brief to establish illegal status must be submitted by each office quarterly and should include only legally admissible evidence obtained during preceding three-month period. If there is no information to report, include a statement to that effect in the cover pages of the quarterly report for the same period entitled "Communist Party, USA, Internal Security - C" (no copy needed for Bufile 100-3-74).
- (3) It is advisable to use the following breakdown in preparing reports:
  - (a) Origin and continuity of the party
  - (b) Pertinent statements, writings, and instructions relating to (1) Marxism-Leninism, (2) imperialism, (3) proletarian internationalism, (4) defense of USSR, (5) revolutionary statements
  - (c) Internal Security Act of 1950. Include under this heading any admissible evidence which would tend to prove a violation of section 4(a) of this act.

## 3. Investigative procedures and suggestions

This section contains detailed investigative guides for use in investigating and reporting activities of the Communist Party, USA.

- a. To accurately and clearly show the true nature of the Communist Party, USA, data concerning the following topics must be fully developed and reported. When material contains information that would be logically reported under more than one topic heading but to do so would make the separate accounts unintelligible, report all the material under the main heading and only refer to the information under the other breakdowns. Do not repeat same data under separate headings. Reports on the Communist Party, USA, as an organization must be submitted by each office quarterly and should cover activities for the preceding three-month period. All offices are required to use the following breakdown in preparing quarterly reports on the Communist Party, USA. Each subfile caption must start on a separate page.

## (1) Organization (Bureau file 100-3-69)

- (a) Security setup of district and/or state organization. Office covering district headquarters, describe the location and size of Communist Party office facilities, rent paid, and name and number of office employees. List address and/or post office box number of party headquarters.
- (b) Identify principal district officials and important functionaries, together with titles, and furnish a short resume of important activities of each during three-month period.
- (c) Names of new commissions or special committees, identity and capacity of individual members thereof. Submit resume of activities of groups under appropriate subfile captions.
- (d) Special meetings embracing only organizational matters. Other pertinent matters discussed at meetings concerning policy or strategy to be submitted under appropriate subfile captions.
- (e) Extend this outline as far as necessary for clarity and to meet needs of office under this or any succeeding subsection. Auxiliary offices submit pertinent data concerning above matters which do not normally come to attention of office covering district headquarters.

## (2) Membership (Bureau file 100-3-68)

- (a) Quarterly reports are not to contain any membership statistics. Cover pages accompanying each quarterly report must contain latest available statistics relating to total number of Communist Party members in the district. Membership data must start on a separate cover page, [which page(s) must be devoted exclusively to such data.] Office of origin, which is office covering Communist Party district headquarters, should submit following figures:
  - I. For entire Communist Party district
  - II. For individual states covered by Communist Party district
  - III. For number of Communist Party members in area covered by field office

Auxiliary offices should submit following membership figures to the Bureau and office of origin:

- I. For state or portion of state covered by that field office
- II. For number of Communist Party members in the area covered by that field office

[The total number of Communist Party members in the area covered by field office, either origin or auxiliary, should be broken down as to the total number of Negroes in the overall numerical strength of the Communist Party, USA, in the

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- (b) Where potential dangerousness of a subject has been established and inclusion of that subject in security index is warranted, the office of origin shall submit a recommendation for inclusion in security index by submitting form FD-122 to Bureau. Form must be prepared in triplicate. Original and one copy shall be forwarded to Bureau and one copy will be placed in subject's investigative case file.

Nothing should appear on FD-122 or subsequently on the security index card which is not in the subject's case file. Form FD-122 has two uses: (1) to recommend a subject for inclusion in the security index and (2) to submit changes to data which appears on face of security index cards already existent.

Proper selection should be made in the opening paragraph option. FD-122 is submitted with abstract when used to recommend the subject for inclusion in the security index and without abstract when used to indicate additions, deletions, or changes in data appearing on existing cards.

- (c) When form FD-122 is submitted to Bureau recommending inclusion of a name in security index, attach additional page or pages setting out a succinct summary of facts on which recommendation has been based. Facts must be in detail to clearly show soundness of recommendation. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must contain pertinent dates of subject's activities.
- (d) When, at conclusion of investigation, subject's name is not being recommended for security index, set out a brief summary statement in the appropriate communication closing the case showing reasons for the decision.
- (e) Security index cards shall be recommended by and maintained by office of origin only.
- (f) A current report must be in possession of the Bureau when subject is recommended for security index. If it is the initial report in the case, it must be a summary report. If, however, prior investigative reports have been submitted which are suitable for dissemination and are appropriately documented, a summary report need not be submitted.
- (g) To assure that subject recommended for security index will receive proper attention, case shall be kept in pending or pending-inactive status until security index card has been received from Bureau and filed in office security index. If case continues in pending status because of outstanding investigation, reports shall carry a lead to follow authorization of security index card by the Bureau and if approved to [disseminate a copy of the report to] Secret Service in addition to other leads. If outstanding investigation has been completed and case would otherwise be closed upon submission of the report and form FD-122, case shall be placed in pending-inactive status with lead to follow authorization of security index card by Bureau and if approved [to disseminate the copy of the report] to Secret Service. In latter instance, upon receipt of security index card and following local dissemination to Secret Service, case may be closed administratively.
- (h) Recommendation for security index card should not be delayed because of absence of information concerning race, sex, citizenship, date and place of birth, or description where security index card is warranted. In such instances, recommendation for the card should be submitted with a current report and case retained in pending status with active investigation continuing to determine missing items of information.

- (i) Subjects missing or out of country may be recommended for the security index provided instructions set forth in 87D 6b (3) and (4) are followed. Forms FD-122 submitted on subjects should include data required in 87D 7b (6) (b) IV below.
- (j) When form FD-122 is submitted recommending a security index card be prepared on a subject who is of Chinese extraction, the words "Other - Chinese" must be included in the space on the form calling for a statement as to the subject's race. When form FD-122 is submitted recommending that a security index card be prepared on a person who is not of Chinese extraction but who has shown definite sympathies with communist China, the form should include under "Miscellaneous" a statement to the effect "sympathetic to Communist China."
- (k) Upon receipt of form FD-122 at Bureau, the case of the subject will be reviewed and if recommendation of field is concurred in, security index cards will be prepared. Duplicate copy of form will be returned to office of origin stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." The three cards shall be filed in security index as outlined below. The returned copy of FD-122 shall be placed in subject's main investigative case file. Offices with a geographical breakdown by residence and employment will receive an extra card.
- (l) When security index cards are received from Bureau, data thereon must be checked for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards of similar size to security index cards which are stapled to back of two of the cards. One card will then be filed in the geographical section of office security index. (except special section cards and unavailable section cards - see 87D 7b (6) (b) III and IV below), and one card shall be filed in the duplicate security index maintained away from headquarters city. The other card is filed in alphabetical section of security index. No information shall be permanently added, deleted, or changed on face of security index card without complying with instructions set forth below under 87D 7b (8).
- (5) Content and appearance of security index card
  - (a) Data to appear on face of card
 

When complete, face of security index card should contain the following information. If any of items enumerated in I through XIV are missing at time the security index card is made, the case should be continued as pending and investigation conducted to obtain the necessary information. Set forth under each item below are possible categories in which subject may be classified, together with code letters which should be placed in appropriate space on form FD-122 when sending form to Bureau recommending security index card be prepared. Code letters should subsequently appear on security index cards received from Bureau.

I. Name and aliases

The full and correct name and aliases of the subject must be contained on the security index card. When the true name of a subject or any aliases are changed, added, deleted, or are found to be incorrect, form FD-122 must be submitted [showing] the correct data to be placed on the security index card.



(6) Character

- (a) Key figures and top functionaries  
Internal Security -- followed by the letters designating the organizational affiliation or nationalistic tendencies.  
Examples:

Internal Security - C  
Internal Security - SWP

- (b) Others  
Security Matter -- followed by the letters designating the organizational affiliation or nationalistic tendencies.  
Examples:

Security Matter - C  
Security Matter - SWP  
Security Matter - X (native fascist)  
Security Matter - M (miscellaneous)

When a subject is deleted as a key figure, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a key figure, the first report after the designation and all subsequent reports shall bear the internal security character. In any event, if subject is employed in a defense facility so designated by the Secretary of Defense pursuant to section 5 of the Internal Security Act of 1950, as amended, add the additional character "Internal Security Act of 1950" if the organizational activity of the subject is of a communist nature.

(7) Deleted

(8) Status

All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:

(a) Top functionaries

I. Pending inactive

- (A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

(b) Key figures

I. Pending inactive

- (A) Reports are to be submitted semiannually. Forty-five days prior to the date a semiannual report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

(c) Deleted

## (d) Other security index subjects

## I. Closed

- (A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of an annual investigative report. If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter to the Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed. The cases shall be opened and assigned 45 days prior to the date the annual report is due. Such cases shall also be opened and assigned six months after submission of the annual report to accomplish verification of addresses. Upon such verification, the cases should be closed administratively.

## (e) Cases of subjects recommended for security index

## I. Pending inactive

- (A) If all active investigation completed at the time FD-122 forwarded to Bureau
- (B) Set forth lead to follow Bureau for security index card and if approved [for dissemination of report to] Secret Service.

## II. Closed

- (A) Upon receipt of security index card from Bureau and dissemination to Secret Service
- (B) Thereafter follow by administrative tickler for investigative report as in (d) above.

## (f) Subjects not in security index who are not to be included therein

## I. Closed

- (A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

## (9) Content

- (a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.

## I. Background

- (A) Birth date
- (B) Citizenship status
- (C) Education
- (D) Marital status
- (E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
- (F) Identification record
- (G) Employment
- (H) Residence
- (I) Status of health (if known)

## II. Connections with Communist Party (or other basic revolutionary groups and/or front organizations)

- (A) Information concerning admission to revolutionary group including sponsors, etc.
- (B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

in a key facility. copies of reports bearing the dual character, "Security of Government Employees; Security Matter - C," should be furnished to appropriate intelligence agencies of the armed services by the field offices as shown in sections 69, volume III, and 87D 7e (2), of this manual.

Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including policy, investigative procedures, and dissemination are set out in section 69, volume III, of this manual.

- (7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services  
Dissemination should be made locally to the intelligence service of the military branch involved.
- (8) Airmen issued certificates by Federal Aviation Agency  
Federal Aviation Agency issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way; individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to Federal Aviation Agency. Such dissemination will be made only at the Bureau.
- (9) Security index - dissemination of information to Secret Service  
[Under the agreement between the Bureau and the Secret Service concerning Presidential protection dated 2-3-65, which is set out in its entirety in section 102, volume IV, of this manual, reports are to be disseminated henceforth to Secret Service in all security index cases. An extra copy of the report in these cases should be furnished the Bureau. At the time the agreement was entered into, letterhead memoranda in all security index cases had been disseminated to Secret Service. Therefore, prior reports in these cases will not be disseminated.]

Under the terms of the agreement, it is essential to advise Secret Service of the reason or reasons for referral - statement of the class or classes in appendix B of the agreement which the individual referred fits. For this purpose utilize form FD-376, which is designed to serve as a letter of transmittal for both local dissemination and dissemination at the SOG. The original and one copy of this form should be forwarded to the Bureau. A copy is to be maintained in the main case file and upon transferral of office of origin in any case, the new office of origin is to be furnished a copy. Careful consideration must be given to insure that the individual is properly categorized. In the case of subject being recommended for the security index, withhold dissemination pending Bureau approval of his security index status; forward FD-376 as in any other case.

In the case of individual subject of prior investigation who is currently being recommended for the security index, do not disseminate prior reports. However, prepare a letterhead memorandum including pertinent information previously developed which should be disseminated to Secret Service, together with the current report. Copies of this letterhead memorandum should be forwarded to the Bureau for dissemination at headquarters level.]

After initial [dissemination to Secret Service] in security index cases, as changes occur in the status of the individuals involved with respect to residence and employment, advise Secret Service locally and furnish two copies of the letterhead memorandum to the Bureau for dissemination at the SOG. Form FD-366 may be used for this purpose. The letterhead memorandum should contain a reference to the previous communication disseminated to Secret Service.

When reporting changes in residence and/or employment concerning Chinese and Cuban aliens on the security index, in addition to dissemination to Secret Service, also advise the Immigration and Naturalization Service (INS) locally, and furnish four copies of the letterhead memorandum to the Bureau for dissemination at the SOG. Bear in mind in filling out the reference that some [letterhead] memoranda have been expressly prepared for dissemination to Secret Service only and have not been furnished to the Department or INS; therefore, the copy furnished INS locally and two of the copies furnished the Bureau should reference the last communication to INS.

For instructions pertaining to dissemination to Secret Service in other than security index cases, refer to section 83K, volume III, of this manual.

Upon transfer of office of origin in one of these cases, the old office of origin is to furnish Secret Service locally with the subject's new residence and business address and advise the Bureau that such has been done by the submission of two copies of the letterhead memorandum disseminated locally. The new office of origin need take no action regarding dissemination to Secret Service until such time as further changes occur with respect to the subject's status [or until preparation of the next periodic report in the case.].

(10) Dissemination at the Bureau

There are some situations in which dissemination is made at the Bureau instead of in the field. In the majority of instances, information received by the FBI should properly be furnished immediately to some other agency within the executive branch of the Government so that the responsibilities of the other agency might be fulfilled properly. Care must be taken, however, not to disseminate information to any field branch of another Government agency where such a procedure is deemed inadvisable because of the inadequacy of security measures in that branch. In these instances the data should be brought to the immediate attention of the Bureau for dissemination at the SOG. An example of the latter is, of course, the Atomic Energy Commission, which receives reports only through the Bureau, as noted in section 87D 7c (3) of this manual. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including the State Department, only at the SOG, as set out in 87D 6b (4). Dissemination is also made at the SOG to the State Department, unless it appears undesirable, in those cases in which subjects have been indicted for violations grounded on subversive activities. Dissemination in these cases is made to preclude these subjects from utilizing the fact they obtained a passport to refute allegations of subversive connections. The State Department, therefore, will be in possession of data concerning a defendant should he attempt to utilize this tactic in such an action.

b. Data developed concerning individuals who are not within the Bureau's investigative jurisdiction

(1) Members of the armed forces

The Delimitations Agreement between the FBI and the armed forces intelligence agencies states that the responsibility assumed by one organization in a given field carries with it the obligation to exchange freely and directly with other subscribing organizations all information of mutual interest.

Thus, in discharging our basic responsibilities in the internal security field, it is imperative that information concerning members of the military services be referred immediately to the appropriate branch having primary responsibility for its personnel. This procedure is mandatory, even though the security aspects of the data have not been fully resolved or verified. It should be specifically pointed out in such instances that the information has not been verified.

Section 87D 5b of this manual instructs that if it is determined a security subject is a member of the armed services the investigation must at that point be discontinued immediately and reported to the Bureau. The basis for such instruction lies in the fact that the subject is no longer within our investigative jurisdiction. In addition, dissemination of pertinent reports must be made locally in the field to the appropriate intelligence agency.

Our responsibility with regard to military personnel is not confined to those who have been the subjects of security investigations. It extends to any subversive derogatory data developed against a member of the armed services during any of our investigations of either individuals or organizations. For instance, if it is determined that a member of the armed forces has been in contact with a security subject or with any individual or group raising security implications, the appropriate intelligence service should be immediately advised locally. This should be done even though the security aspects of the contact have not been resolved, so that the military services may be in a position to discharge their responsibilities. It must be pointed out to them specifically in such instances that the data are unverified, and pertinent developments must be transmitted to them thereafter immediately upon receipt.

Section 87D 6b (1) (h) provides that during the course of security investigations it must be determined whether the subjects have any close relatives in the armed forces. Our responsibilities require that such associations be called to the attention of the appropriate military intelligence services, together with pertinent data, including reports, on the security subjects involved. The evaluation of these associations lies entirely within the province of the intelligence services, but for the reasons stated previously herein it is incumbent upon the Bureau to disseminate this information immediately upon receipt.

Any subversive contacts or information developed concerning military personnel must be set out in a letter to the Bureau, together with a statement as to the local dissemination made in the field. Such letter should be accompanied by a [letterhead] memorandum setting out with particularity the subversive data in a form entirely suitable for dissemination.

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## (10) Communist infiltration of mass organizations program

(a) Submit semiannual letters March 1 and September 1 under caption of above program, Bufile 100-3-106, using following topical outline and headings:

## I. Information concerning Communist Party program

Furnish summary of information received concerning over-all Communist Party program to infiltrate mass organizations, nationally and locally; steps taken to carry out program; identity specific groups which are targets for infiltration or which have been infiltrated by party members; and success being achieved by party.

## II. Organizations concerning which information previously submitted

Only list names and Bureau file numbers concerning those cases wherein, since submission of last semiannual letter, letters using the five-point outline set out under item (4) above were furnished to Bureau. Do not list those cases which were under investigation by Bureau authority at time of submission of last semiannual letter.

## III. Organizations concerning which information being submitted for first time with instant letter

Only list names and Bureau file numbers (if known) of those organizations concerning which information has not previously been furnished Bureau but which is being furnished, together with recommendations regarding future investigations, for first time with instant letter. Submit information, using five-point outline as set out under item (4) above, as enclosure to letter. Submit separate enclosure on each organization listed in this category. Furnish two copies of each enclosure and sufficient copies of cover letter in order that one copy each of semiannual letter and enclosure can be placed in Bureau file on organization. This will eliminate necessity of submitting separate summary letter under each individual case caption. Do not use T symbols in enclosure, but set out identities of sources.

f. Members of law enforcement agencies are not to accompany Bureau Agents during course of security-type investigations without prior Bureau authority.

## g. Photographic surveillances

- (1) No photographic surveillances are to be conducted in communist front organization cases unless it is essential to protect Bureau's interests in internal security field by supplementing live informant coverage of a particular meeting with such a surveillance.
- (2) Request Bureau authority to institute such a surveillance and outline manner in which it will be conducted and supervision which will be afforded it.
- (3) No such surveillances should be instituted without specific Bureau authority.

- [h. Dissemination of information to Secret Service regarding plots against the President  
On 2-3-65, an "Agreement Between the Federal Bureau of Investigation and the Secret Service Concerning Presidential Protection" was signed and became effective. This agreement is set out in its entirety in section 102, volume IV, of this manual.

The agreement provides that the FBI, in its investigations of organizations whose activities are inimical to the welfare of the U. S., will be alert to and promptly notify Secret Service of any information indicating a plot against the person of the President; thereafter, it is the responsibility of Secret Service to initiate such action as is necessary to neutralize such a plot.

The field must be alert during the course of the investigation of an organization for information indicating a plot against the person of the President. Upon receipt of such information, immediately furnish complete details to the nearest office of Secret Service and appropriate local law enforcement agencies and advise the Bureau at that time by teletype, or telephone if the facts warrant, of the information furnished and the fact it has been so disseminated. An immediate attempt should be made to verify the information received but no evaluation of the information should be attempted.

Prepare at once a letterhead memorandum which should include complete details disseminated and the identities of the Secret Service officer and the local law enforcement officers to whom given and the date and time of notification. Promptly disseminate the letterhead memorandum locally to Secret Service and any other appropriate Government agency and furnish sufficient copies to the Bureau for dissemination at the SOG. Thereafter, copies of all letterhead memoranda and reports concerning the organization should be disseminated locally to Secret Service on a continuing basis and extra copies of such communications should be furnished the Bureau for dissemination at the SOG.

The field should insure that the identities of the members of the organization who are "in" on the plot are determined. Background information concerning the individuals (see items 1 and 3 of appendix A to the agreement) should be fully developed and included in the communications prepared and disseminated to Secret Service. If such identities and information are known at the time the initial information is received, they should be included in the first letterhead memorandum prepared in the matter.]

3. Investigative procedures and suggestions re communist front organizations To accurately and clearly show true nature of communist front groups, data concerning the following topics, where applicable, should be fully developed and reported on:
- a. Origin and scope  
Date of formation. Circumstances under which founded.  
Determine who in Communist Party instructed organization be set up; whether decision to set up group made at meeting of party functionaries and, if so, identify functionaries present; identity of individual or individuals responsible for organizing group.  
Identify all known chapters, if any, and location thereof.
  - b. Whether incorporated  
Many organizations are incorporated requiring filing of incorporation papers with appropriate state officials.
  - c. Aims and purposes
  - d. Location of headquarters
  - e. Officers  
List principal officers, board of directors, etc., and appropriate characterization of each showing communist affiliation.
  - f. Membership  
Ascertain estimated membership. Whenever possible, secure membership lists, mailing lists, or other records reflecting affiliation with organization. Usually obtainable through informant coverage or utilization of various investigative techniques. Secure accurate description of all lists to make sure there is no confusion as to the exact identity or significance of list being reported on.
  - g. Official organ, if any, and other literature
    - (1) May be obtained through confidential mailbox, panel sources, and confidential informants
    - (2) All such literature should be appropriately identified.
    - (3) At least one copy of each pertinent piece of literature should be promptly furnished to Bureau.
  - h. General activities
  - i. Finances  
Special efforts must be made to locate and monitor bank accounts of organizations. Location of bank accounts frequently obtainable through confidential informants, credit records, public utility records, records of rental agent, and monitoring of other organizations' bank accounts.
  - j. Support given to Communist Party  
Preponderance of evidence should be developed reflecting support, financial or otherwise, given by the organization to the Communist Party.
  - k. Support received from Communist Party  
Preponderance of evidence should be developed reflecting support, financial or otherwise, received by the organization from the Communist Party.
  - l. Implementation of Communist Party line  
Can usually be shown through comparison of programs and literature of organization with those of Communist Party during any particular period.

Data concerning above topics can usually be secured through the following sources: confidential informants, incorporation records, bank records, literature and publications of organization, newspapers, public meetings and rallies, confidential investigative techniques, various types of public records, panel sources, confidential sources and other sources of information, interviews with past or present

of the source, date of activity, date received, and name of the Agent receiving the information are known, it is not necessary to request the office originally obtaining the information to document it further by furnishing information showing the location of the original in the office files. If all documentation, except the latter item, is not in the possession of the office preparing the report, it should be obtained.

- V. If it is found desirable to include in a report the identities of individuals who are known communists and have been associates of the subject to lend weight to evidence of the subject's potential dangerousness, only the source of the information showing the associate to be a communist need be identified.

- VI. In a very limited number of instances it may be necessary to obtain a thumbnail sketch or characterization of an individual or organization from another office or the Bureau. When such information is received in your office, it should be placed in thumbnail sketch files so that it will be available to and can be readily located by Agents having future need for it, thereby eliminating repeated requests of another office for the same information.

- g. Channelizing memoranda - destruction of Channelizing memoranda in organizational and individual security case files may be destroyed following submission of reports in these cases.

[Copies of informant's statements designated for the 100 classification case files of informants may be destroyed when one year old on an annual basis.]

[In destroying these [communications,] be guided by instructions for destruction of channelizing memoranda as set out in Manual of Rules and Regulations.]

8. Dissemination of data developed in security investigations

The proper utilization of information received by the Bureau is foremost among our responsibilities as an investigative agency. It is the Bureau's duty to keep the proper intelligence agencies informed concerning information of interest to them. Further, information which comes to the attention of the Bureau in connection with the conduct of investigations normally and regularly within the jurisdiction of the Bureau, which information is believed to be of interest to another agency within the executive branch of the Government, should be forwarded to the interested agency unless there are good and compelling reasons not to do so. This is in line with the Delimitations Agreement and Presidential directives which provide for the dissemination to other agencies of information relating to espionage, sabotage, subversive activities, and related matters where the specific agency has a present or potential interest in the information.

Set out hereafter is a summarization of existing Bureau requirements regarding dissemination of security information developed on individuals during the course of regular investigations in the security field. It

should be apparent that all conceivable situations cannot be anticipated. For that reason, the data below should be considered as pertaining to representative situations which occur frequently enough to warrant specific treatment. The basic rule to follow is, of course, that security information must be furnished promptly to interested agencies in the executive branch of the Government and that the term "interested agency" must be interpreted in the light of reason and common sense. Any unusual situations should be brought to the attention of the Bureau promptly for consideration and disposition.

Considerations affecting the national defense in Alaska, Hawaii, and Puerto Rico necessitate that the broadest possible construction be given to the existing requirements of dissemination to the intelligence services located in those areas. The Anchorage, Honolulu, and San Juan Offices should adhere to such policy and effect such dissemination as to discharge fully our responsibilities as laid down in Bureau instructions, together with practices which have been dictated by circumstances within those particular offices.

The material set out below must be read in conjunction with the Manual of Rules and Regulations, part II, section 5, which discusses the Bureau's over-all responsibilities in dissemination, together with existing policies, qualifications, and exceptions.

a. Data developed concerning subjects of security investigations and other persons coming within investigative jurisdiction of the Bureau

(1) Aliens and naturalized citizens

Information concerning aliens and naturalized citizens which might have a bearing on the deportation or denaturalization of such individuals should in all instances be forwarded to the Immigration and Naturalization Service. Refer to the Manual of Rules and Regulations, part II, section 5. If any doubt exists, the matter should in all instances be resolved in favor of dissemination.

(2) Employees of or persons having regular access to key facilities or employees of plants having contracts with the military services

Dissemination in these cases is treated specifically in section 87D 7c[(3)] of this manual.

(3) Employees of public utilities (including state and municipal facilities) which are not on the key facilities list or otherwise falling into the category defined in (2) above, and facilities which are or may become engaged in the manufacture of materials vital to the national defense

Dissemination should be made locally to G-2 and, in addition, to other intelligence services if their interest is apparent in individual cases or in specific facilities.

(4) Individuals on inactive duty but who are members of or hold commissions in the reserve branches or National Guard

Dissemination should be made locally to the appropriate military intelligence service. Dissemination to headquarters of the appropriate services will be made at SOG.

(5) Seamen and subjects employed in the maritime industry, including longshoremen and other water-front employees

Dissemination should be made to the Coast Guard on a local level and, when circumstances dictate, to other intelligence agencies, including ONI, which have an interest in the data reported. Appropriate dissemination on a headquarters level will be made at SOG.

(6) Employees of the Federal Government within the purview of Executive Order 10450

No dissemination of the reports in security of Government employees cases may be made in the field. If, however, subject is employed



- (b) Where potential dangerousness of a subject has been established and inclusion of that subject in security index is warranted, the office of origin shall submit a recommendation for inclusion in security index by submitting form FD-122 to Bureau. Form must be prepared in triplicate. Original and one copy shall be forwarded to Bureau and one copy will be placed in subject's investigative case file.

Nothing should appear on FD-122 or subsequently on the security index card which is not in the subject's case file. Form FD-122 has two uses: (1) to recommend a subject for inclusion in the security index and (2) to submit changes to data which appears on face of security index cards already existent.

Proper selection should be made in the opening paragraph option. FD-122 is submitted with abstract when used to recommend the subject for inclusion in the security index and without abstract when used to indicate additions, deletions, or changes in data appearing on existing cards.

- (c) When form FD-122 is submitted to Bureau recommending inclusion of a name in security index, attach an additional page or pages setting out a succinct summary of facts on which recommendation has been based. Facts must be in detail to clearly show soundness of recommendation. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must contain pertinent dates of subject's activities.
- (d) When, at conclusion of investigation, subject's name is not being recommended for security index, set out a brief summary statement in the appropriate communication closing the case showing reasons for the decision.
- (e) Security index cards shall be recommended by and maintained by office of origin only.
- (f) A current report must be in possession of the Bureau when subject is recommended for security index. If it is the initial report in the case, it must be a summary report. If, however, prior investigative reports have been submitted which are suitable for dissemination and are appropriately documented, a summary report need not be submitted.
- (g) To assure that subject recommended for security index will receive proper attention, case shall be kept in pending or pending-inactive status until security index card has been received from Bureau and filed in office security index. If case continues in pending status because of outstanding investigation, reports shall carry a lead to follow authorization of security index card by the Bureau [and if approved to submit letterhead memorandum for Secret Service] in addition to other leads. If outstanding investigation has been completed and case would otherwise be closed upon submission of the report and form FD-122, case shall be placed in pending-inactive status with lead to follow authorization of security index card by Bureau [and if approved submit letterhead memorandum for dissemination to Secret Service.] In latter instance, upon receipt of [security index card and following local dissemination to Secret Service of Bureau-approved letterhead memorandum,] case may be closed administratively.
- (h) Recommendation for security index card should not be delayed because of absence of information concerning race, sex, citizenship, date and place of birth, or description where security index card is warranted. In such instances, recommendation for the card should be submitted with a current report and case retained in pending status with active investigation continuing to determine missing items of information.

- (i) Subjects missing or out of country may be recommended for the security index provided instructions set forth in 87D 6b (3) and (4) are followed. Forms FD-122 submitted on subjects should include data required in 87D 7b (6) (b) IV below.
- (j) When form FD-122 is submitted recommending a security index card be prepared on a subject who is of Chinese extraction, the words "Other -- Chinese" must be included in the space on the form calling for a statement as to the subject's race. When form FD-122 is submitted recommending that a security index card be prepared on a person who is not of Chinese extraction but who has shown definite sympathies with communist China, the form should include under "Miscellaneous" a statement to the effect "sympathetic to Communist China."
- (k) Upon receipt of form FD-122 at Bureau, the case of the subject will be reviewed and if recommendation of field is concurred in, security index cards will be prepared. Duplicate copy of form will be returned to office of origin stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." The three cards shall be filed in security index as outlined below. The returned copy of FD-122 shall be placed in subject's main investigative case file. Offices with a geographical breakdown by residence and employment will receive an extra card.
- (l) When security index cards are received from Bureau, data thereon must be checked for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards of similar size to security index cards which are stapled to back of two of the cards. One card will then be filed in the geographical section of office security index (except special section cards and unavailable section cards - see 87D 7b (6) (b) III and IV below), and one card shall be filed in the duplicate security index maintained away from headquarters city. The other card is filed in alphabetical section of security index. No information shall be permanently added, deleted, or changed on face of security index card without complying with instructions set forth below under 87D 7b (8).
- (5) Content and appearance of security index card
  - (a) Data to appear on face of card
 

When complete, face of security index card should contain the following information. If any of items enumerated in I through XIV are missing at time the security index card is made, the case should be continued as pending and investigation conducted to obtain the necessary information. Set forth under each item below are possible categories in which subject may be classified, together with code letters which should be placed in appropriate space on form FD-122 when sending form to Bureau recommending security index card be prepared. Code letters should subsequently appear on security index cards received from Bureau.

I. Name and aliases

The full and correct name and aliases of the subject must be contained on the security index card. When the true name of a subject or any aliases are changed, added, deleted, or are found to be incorrect, form FD-122 must be submitted [showing] the correct data to be placed on the security index card.

- II. Race  
 White and Caucasian W  
 Negro N  
 Chinese C  
 Others O  
 (All others including Orientals (except Chinese),  
 American Indians, etc.)
- III. Sex  
 Male M  
 Female F
- IV. Citizenship  
 Native born NB  
 Naturalized NA  
 Alien AL  
 (If citizenship status is unknown when security  
 index card is recommended, space should be left  
 blank but status should be ascertained and sub-  
 mitted by FD-122.)
- V. Organizational affiliation or nationalistic tendency  
 Communist Party, USA COM  
 [Progressive Labor Movement PLM]  
 Socialist Workers Party SWP  
 Johnson-Forest Group JFG  
 American Socialist Clubs ASC  
 Nationalist groups  
 advocating independence  
 for Puerto Rico PRN  
 Proletarian Party of America PPA  
 Nation of Islam NOI  
 Bulgarian BUL  
 Cuban CUB  
 Czechoslovakian CZE  
 Hungarian HUN  
 Rumanian RUM  
 Russian RUS  
 Yugoslavian YUG
- VI. Dangerousness classification (where applicable)  
 Detcom DC
- VII. Key figure and top functionary designation (where applicable)  
 Key figure KF  
 Top functionary TF
- VIII. Special section cards  
 Atomic energy program employees AEP  
 Cuban special section CUB  
 Espionage subjects ESP  
 Foreign government employees FGE  
 Pro-Tito subjects YUG  
 United Nations employees UNE  
 U. S. Government employees GOV
- IX. Unavailable section cards  
 Missing MI  
 Out of country OC  
 Imprisoned PR
- X. Date and place of birth
- XI. Key facility geographical reference number and abbrevi-  
 ation denoting the agency having security responsibility  
 for the key facility obtained from the Department of  
 Defense Key Facilities List (where applicable)
- XII. Residence address
- XIII. Employment address and any additional data deemed  
 necessary to assist in locating a subject in an  
 emergency. Labor union affiliation, if any.
- XIV. Field office file number

## (b) Data to appear on separate attached card

- I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.
  - (A) Complete description
  - (B) Notation that security index flash notice has been submitted for posting in Identification Division
  - (C) Photograph, with date taken placed below. [This photograph is to be the most current or best likeness of subject.]
  - (D) Dangerous characteristics of subject, including notation if subject possesses firearms
  - (E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

## (6) Arrangement of the security index

## (a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

When it is determined that a security index subject is imprisoned, make arrangements with the confining institutions to be informed of the subject's release. An administrative tickler should be set up for a date shortly prior to the expected date of the subject's release to assure that you are informed of the subject's release. Upon receipt of advice of the release of the subject, ascertain whether the subject should be continued in the security index. If so, submit FD-122 in accordance with instructions set forth below.

Standards for inclusion of such subjects in the unavailable section of the security index are the same as those for any other potentially dangerous subject.

When submitting a recommendation for inclusion of a subject in the unavailable section who has not previously been included in the security index or changing an existing security index card from the geographical or special sections to the unavailable section, FD-122 must include the words "Unavailable Section" typed in the upper right portion thereof.

Places of former residence or former employment are not to be included on security index cards of subjects who are missing, who are out of the country, or who are imprisoned inasmuch as such data serves no useful purpose on the card.

Security index cards to be placed in the unavailable section shall bear code letters in the upper right portion designating the subsection in which the cards should be placed. Upon receipt of the three cards from the Bureau for each subject in one of these categories, place the required additional data on two which shall be filed alphabetically in the appropriate subsection of the unavailable section. File the third card in the alphabetical section of the security index.

When a subject who has been included in the unavailable section as a missing subject is located in your office territory or a subject who has been out of the country has returned to your territory or an imprisoned subject has been released, submit FD-122[showing]the subject's current residence and place of employment. The words "Remove from Unavailable Section" shall be typed in the space provided behind the words "MISCELLANEOUS (Specify)" on FD-122. If the subject's card is to be placed in the special section, the statement "Place in Special Section - Espionage (or Foreign Government Employee, etc.)" should be added in this space. When the new cards are received from the Bureau, they shall be checked for accuracy and the description and photograph, if available, shall be placed on two of the three cards. These two cards shall then be filed in the geographical or special section (where applicable) and the other card shall then be filed in the alphabetical section. The old cards in the unavailable and alphabetical sections shall be destroyed.

When a subject who has been included in the unavailable section is located in another division, FD-128 shall

be submitted to the Bureau and the new office of origin with the pertinent data placed thereon including his current residence and business addresses. The notation "Remove from Unavailable Section" shall be typed in the space to the right of the addresses. New security index cards will then be submitted to the new office of origin by the Bureau.

(D) Exception - re special section

Security index cards relating to special section subjects will continue to be maintained in the special section rather than in the unavailable section. When it is determined that a special section subject is out of the country, imprisoned, or missing, FD-122 shall be submitted to the Bureau with the appropriate unavailable category designated as set forth above. New cards retaining the special section designation, as well as indicating the unavailable category, will be prepared. Upon receipt of these amended cards from the Bureau, two copies will be filed in the special section of the field office security index and one copy will be filed in the alphabetical section.

V. Inactive section

Each office shall maintain an inactive section in its security index which will contain the security index cards of individuals who were included in the active security index at the time they were inducted into the armed forces.

Upon learning of the induction of a subject into one of the armed forces, a letter is to be submitted to the Bureau advising of the identity of the branch of service into which the subject was inducted, together with the date and place of induction.

If pertinent information which has not previously been set forth in report form exists in the office files, the same shall be included in an investigative report which is to be forwarded as an enclosure to the letter advising of the subject's entrance into the armed forces. The Bureau will then furnish appropriate intelligence agencies with pertinent information concerning that subject and request notification in the event of the subject's discharge from the service.

The geographical security index cards for such subjects shall be placed in the inactive section of the field security index. Destroy the alphabetical cards.

Set up an administrative tickler for each subject in the inactive section. At the termination of each six-month period, appropriate inquiry is to be made by the field to determine if the subject has been discharged from military service. Such checks should be made locally through pretext inquiries if necessary. If such information is not obtainable locally, submit a letter requesting a check to the field office covering the records for the appropriate service.

Upon learning that a subject carried in the inactive section of the security index has returned to civilian status, determine whether his activities warrant inclusion in the active security index. If so, FD-122

(6) Character

- (a) Key figures and top functionaries  
Internal Security - followed by the letters designating the organizational affiliation or nationalistic tendencies.  
Examples:

Internal Security - C  
Internal Security - SWP

- (b) Others  
Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.  
Examples:

Security Matter - C  
Security Matter - SWP  
Security Matter - X (native fascist)  
Security Matter - M (miscellaneous)

When a subject is deleted as a key figure, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a key figure, the first report after the designation and all subsequent reports shall bear the internal security character. In any event, if subject is employed in a defense facility so designated by the Secretary of Defense pursuant to section 5 of the Internal Security Act of 1950, as amended, add the additional character "Internal Security Act of 1950" if the organizational activity of the subject is of a communist nature.

(7) Deleted

(8) Status

All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:

(a) Top functionaries

I. Pending inactive

- (A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

(b) Key figures

I. Pending inactive

- (A) Reports are to be submitted semiannually. Forty-five days prior to the date a semiannual report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

(c) Deleted

## (d) Other security index subjects

## I. Closed

- (A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of an annual investigative report. If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter to the Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed. The cases shall be opened and assigned 45 days prior to the date the annual report is due. Such cases shall also be opened and assigned six months after submission of the annual report to accomplish verification of addresses. Upon such verification, the cases should be closed administratively.

## (e) Cases of subjects recommended for security index

## I. Pending inactive

- (A) If all active investigation completed at the time FD-122 forwarded to Bureau
- (B) Set forth lead to follow Bureau for security index card [and if approved to submit letterhead memorandum for Secret Service.]

## II. Closed

- (A) Upon receipt of security index card from Bureau [and dissemination of Bureau-approved letterhead memorandum to Secret Service]
- (B) Thereafter follow by administrative tickler for investigative report as in (d) above.

## (f) Subjects not in security index who are not to be included therein

## I. Closed

- (A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

## (9) Content

- (a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.

## I. Background

- (A) Birth date
- (B) Citizenship status
- (C) Education
- (D) Marital status
- (E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
- (F) Identification record
- (G) Employment
- (H) Residence
- (I) Status of health (if known)

## II. Connections with Communist Party (or other basic revolutionary groups and/or front organizations)

- (A) Information concerning admission to revolutionary group including sponsors, etc.
- (B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified



- (3) By force or violence, or  
By assassination of any officer of such government  
It will be necessary to show:
  - (a) The identity and official capacity of such officer
  - (b) The identity of persons conspiring to assassinate, or  
actually assassinating such officer
  - (c) Full details surrounding the assassination or attempted  
assassination
  - (d) Reasons for the assassination, and ends to be gained by  
such assassinations, or
- b. Printed, published, edited, issued, or circulated
  - (1) The person with the intent to cause the overthrow or destruction  
of the Government of the U.S., or the government of any state,  
territory, district, or possession thereof, or the government of  
any political subdivision thereof
  - (2) Printed, published, edited, issued, circulated, sold, dis-  
tributed, or publicly displayed written or printed matter
  - (3) Advocating, advising, or teaching the duty, necessity, desira-  
bility, or propriety of overthrowing or destroying the Government

of the U. S. by force or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof, or

- c. Organized society, group, or assembly
  - (1) The person organized, or helped organize, a society, group, or assembly of persons
  - (2) Which taught, advocated, or encouraged the overthrowing or destruction of the Government of the U. S., or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof
  - (3) By force or violence, or
  - (4) The person became a member of, or affiliated with, such society, group, or assembly of persons
  - (5) Knowing the purpose thereof

B. SUBMISSION TO THE BUREAU OF SUBVERSIVE DEROGATORY INFORMATION ON INDIVIDUALS

- 1. To insure the proper discharge of the Bureau's responsibility to furnish information at the seat of Government at the request of other agencies and to have it available at the seat of Government when such requests are received from other agencies, the Bureau must be promptly furnished, for indexing purposes by offices covering the national and local headquarters of the various subversive organizations, the names of, and identifying data concerning, persons affiliated with and becoming affiliated with the following types of organizations listed below.

- a. Basic revolutionary organizations or groups
  - Communist Party, USA
  - Socialist Workers Party
  - Proletarian Party of America
  - Other Marxist revolutionary organizations including splinter groups, if any, of the preceding[three] organizations
  - Nationalist Party of Puerto Rico
- b. Nationalist and fascist-type groups
- c. Front organizations of 1, a and b above, including those
  - (1) Cited by the Attorney General
  - (2) Cited or declared by the House Committee on Un-American Activities or by any of the various legislative committees
  - (3) Described as such or as an organization dominated or controlled by one of the basic revolutionary organizations or groups by security informants or other sources of known reliability

Such lists should include the organization's membership list and any other record showing affiliation.

- 2. Field offices obtaining information concerning such affiliation of individuals residing outside their territory must expeditiously furnish such information to the office covering the address of the person.
- 3. The information should be submitted to the Bureau in duplicate by letter captioned with the title of the organizational case file, for example, "Communist Party, USA, \_\_\_\_\_ District, \_\_\_\_\_ Division; Internal Security - C" or ["Socialist Workers Party, \_\_\_\_\_ Division; Internal Security - SWP"] and should clearly indicate that the list is being furnished to the Bureau for indexing purposes only.
- 4. Information received from all sources, including that received from confidential sources, highly confidential sources, reports of security informants and sources, and public and other sources, should be reviewed to insure that the Bureau has been furnished in the past and will be furnished in the future lists of all individuals (together with identifying data) affiliated with all organizations set forth in 1 a, b, and c.
- 5. In forwarding such information to the Bureau, the offices should incorporate, insofar as possible, information concerning a number of individuals in one letter. The letter should contain sufficient identifying data concerning each individual to enable the Bureau to identify that individual

IV. Changes, additions, and deletions of data appearing in section A of reserve index cards

- (A) Changes in data appearing on section A reserve index cards should be submitted to the Bureau by form FD-122a.
- (B) Deletions from section A of the reserve index should be recommended by letter. The letter should set forth the basis for the recommendation.
- (C) Changes in office of origin are to be handled by submission of form FD-128a. Forward section A cards to new office of origin.

(b) Section B

- I. This section is to contain the names of all other individuals included in the reserve index. This section is to be maintained only in the field office. [Cases falling within this category should be thoroughly reviewed and analyzed from an investigative viewpoint at least once every two years on a continuing basis. As a minimum this review should include verification of residence and employment and contact with logical sources and informants. Be alert to selecting logical subjects for interview as means of developing potential sources, informants, and witnesses. Also be alert for recommending individuals for inclusion in section A of the reserve index or the security index if warranted. Form FD-154 can be adapted for use in cases in this category.]
- II. Changes in office of origin are to be handled by submission of form FD-128a. Forward section B cards to new office of origin.

## (4) Content

- (a) Each card in section A and section B should contain, as a minimum, the following:
  - I. Name and aliases
  - II. Race
  - III. Sex
  - IV. Organizational affiliation or nationalistic tendency
  - V. Citizenship
  - VI. Residence
  - VII. Employment
  - VIII. Birth data
  - IX. Office file number
  - X. The letters "SS" if dissemination has been made to Secret Service in accordance with instructions in section 83K, item 2, volume III, of this manual

- (b) In addition, membership and position or association in a subversive group or groups, together with the source and date of the information, may be added.

## (5) Removal and deletion of cards.

- (a) Destroy cards on individuals who subsequently become security informants or sources or who subsequently become subjects of security index cards.
- (b) Advise the Bureau of the destruction only in the case of section A cards.

## b. Security index

## (1) Purpose

- (a) Security index cards are prepared and maintained by the Bureau to serve as operational guide for apprehension of persons deemed dangerous or potentially dangerous to the internal security of the country in the event of a national emergency.
- (b) It shall contain the names of all persons who have been determined through investigation to be dangerous or potentially dangerous because of their membership in or affiliation with or espousal of doctrines of basic revolutionary organizations and/or front organizations and who will be apprehended upon receipt of instructions from the Attorney General.
- (c) It shall include subjects of espionage investigations and any other type of Bureau investigation provided their activities bring them within the scope of the security index criteria.
- (d) Action shall be taken against individuals included in the security index only upon authorization of warrants of arrest by the Attorney General. However, in preparing and maintaining the security index, to all practical effects, the Bureau is making the decision as to those persons who will be apprehended in the event of an emergency, inasmuch as the Attorney General has advised that he does not have funds or

manpower to review security index cases.

- (e) Names shall be included in the security index only when investigation has established and reports[show] sufficient facts and evidence to justify the inclusion of each subject in the security index.
  - (f) The contents of the security index must be accurate and correct at all times. Matters pertaining to its preparation and maintenance must be given preferred, expeditious, continuous, and detailed attention.
  - (g) Matters pertaining to the security index are strictly confidential and are not to be mentioned or alluded to in investigative reports.
  - (h) The general operation and content of the security index must not be discussed by field personnel of the Bureau without prior Bureau authority.
  - (i) Matters pertaining to the security index may be discussed with duly qualified representatives of other Federal intelligence agencies only on a strictly confidential basis and only in instances in which an individual subject of prime interest to one of these services is involved.
- (2) Determination of dangerousness of an individual
- (a) The dangerousness of a member or affiliate of a subversive organization does not necessarily depend entirely upon his personal characteristics, such as aggressiveness or a disposition to violence. Although these factors must be taken into consideration in evaluating an individual's potential dangerousness, other factors are essential in making this determination. An individual's dangerousness also depends upon the contribution he has made or is making in the advancement of the principles and aims of the subversive movement with which he is connected or his subversive potentialities in the event of a national emergency. Bear in mind that a subject active in a subversive organization is not merely an isolated individual but is a part of an organization of which the purposes are opposed to the best interests of the U. S. An individual's loyalty to a subversive organization and the principles thereof is a primary factor to take into consideration in evaluating his potential dangerousness; [however, regardless of evidence of subversive affiliation, all evidence developed during the course of a security investigation must be carefully weighed for the purpose of determining whether the subject's activities depict him as a potentially dangerous individual in time of a national emergency. Factors having a bearing upon an individual's potential dangerousness are numerous and will vary in each case in degree.]
- Among such factors are:
- I. Long continued membership in a subversive organization
  - II. Affiliation with or attendance at training schools, especially leadership schools
  - III. Frequent or regular attendance at organizational meetings and functions
  - IV. Subscriptions to publications of a subversive organization
  - V. Possession of or continued study of revolutionary literature
  - VI. Preparation or distribution of subversive propaganda and/or literature
  - VII. Holding positions in the subversive organization or in other organizations of a front character which indicate confidence of such organizations in his loyalty
  - VIII. Espousal of a subversive doctrine exemplified in his acts and utterances

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The above is not all-inclusive. Facts developed in each case will produce information which will be indicative of the necessity for conducting further investigation along lines which will necessitate the use of various investigative techniques to develop the case fully. The successful investigation of an individual will depend upon the resourcefulness of the investigating Agents in developing techniques which will further establish the subversive activity of a subject.

Discretion must be used in those instances in which contact with persons known to the subject is believed desirable. Where such contact is contemplated, the Agent should assure himself of the character, loyalty, and reliability of the person to be contacted concerning the subject by reviewing the office indices and in some instances conducting preliminary inquiry, possibly under pretext, with others to ascertain the character, reliability, and loyalty of the person of whom inquiry concerning the subject is intended.

In conducting security investigations the necessity of obtaining admissible evidence must be continually borne in mind. However, sources furnishing information of a confidential nature are valuable and should be continued and enlarged for the purpose of obtaining information which can be corroborated by other sources which can be disclosed, thus rendering the information admissible as evidence.

The danger of relying upon evidence from only one confidential informant or other source is obvious and every effort should be made to obtain evidence from various types of sources and through various investigative techniques.

Information obtained from one source should be corroborated by contacts with confidential informants, public and private sources, through physical and photographic surveillances, review of office files, and other sources. Adequate coordination of information received from confidential sources with active investigation should be maintained at all times. For example, when it is ascertained through one of these sources that an important meeting is to occur, the nature of the meeting should be confirmed if possible by independent sources which can furnish evidence of an admissible character. The meeting should be covered by arrangement for attendance by confidential informants to obtain admissible evidence of the proceedings. The meetings should be placed under physical surveillance, licenses of automobiles parked near the meeting place noted, and attendants identified. If possible and advisable, photographic surveillances should be established. Other types of information received from confidential sources should receive similar attention in order that verification may be made and admissible evidence developed.

(6) Preservation of evidence

- (a) Identify, preserve, and maintain continuity of evidence obtained with a view to its possible admission in Federal proceedings. Identify specifically as to source and date.

- (b) Satisfactory notes or [statements] from informants necessary from which to refresh their recollection in the event they are called upon to testify at some future date. Such notes [and statements] must be in sufficient detail to serve this purpose and must contain no material which would make their use inadvisable or inadmissible.
- (c) Informant's original notes or [statements] not to be blocked, stamped, serialized, or mutilated in any way which would render them unsatisfactory for use in Federal proceedings
- (d) The above applies to Agent's notes taken during surveillances or evidence otherwise obtained by Agents.
- (7) Interviews with subjects of security investigations
  - (a) Purpose
    - I. To determine a subject's sympathies when investigation is inconclusive or to determine whether he continues to adhere to revolutionary doctrines
    - II. To develop information concerning subject's activities and those of others known to him to have been associated with a subversive movement
    - III. To develop security informants
  - (b) Subjects not included in the security index
 

No security investigation of an individual shall be closed unless the subject is included in the security index or consideration given to interviewing him.
  - (c) Security index subjects
    - I. Bureau will not authorize cancellation of a security index card on an individual by reason of inactivity in a subversive movement until he has been interviewed or Bureau advised why an interview is inadvisable or impossible.
    - II. Active subversives should be considered as potential informants. Consider interviews with selected individuals currently active in subversive organizations for development of additional active informants. Proper selection of individuals for interview is most important. They must possess necessary attributes for security informant work.
  - (d) Without Bureau authority the SAC may:
    - I. Authorize interviews with individuals who have not been subjects of security investigations and the available subversive information against them is not sufficient to warrant opening cases at this time
    - II. Grant authority to interview subjects of security cases where the persons have previously been interviewed with prior Bureau authority, provided no change has taken place in the subjects' status and the interviews are conducted under the same conditions as previously authorized
    - III. Authorize interviews of all persons who were the subjects of security investigations where the cases are now closed (This will include persons who were previously on the security index but whose names have been removed and the cases now closed.)
    - IV. In authorizing these interviews no communication to the Bureau will be necessary and if there is a closed file, it should be reopened. If there is no closed file, a new case file of 134 category should be opened. The case should be assigned to an Agent to determine the residence of the subject, to make certain that the subject is identical with the information in the files, and [to determine] his current employment.
- (A) The Agent to whom the case is assigned will prepare a memorandum for the SAC setting forth the information and requesting authority to conduct an interview with the subject solely for the purpose of determining his attitude toward cooperating with the FBI.

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## D. SECURITY INVESTIGATIONS OF INDIVIDUALS

## 1. Definitions

The term "basic revolutionary organization" or "basic revolutionary group" when used hereinafter in this subsection shall apply to any one or all of the following organizations or groups in order to distinguish the organizations from front organizations:

- a. Communist Party, USA
- b. Socialist Workers Party
- c. [Progressive Labor Movement]
- d. Proletarian Party of America
- e. Nationalist Party of Puerto Rico
- f. Johnson-Forest Group
- g. American Socialist Clubs
- h. See also 87C 1d.

## 2. Responsibility of the Bureau

- a. To conduct thorough investigation into the background and subversive activities of all persons in the U. S. and Puerto Rico who are dangerous or potentially dangerous to the internal security. Each SAC will be held responsible for the proper investigation of all persons in his area who, because of membership or affiliation with basic revolutionary organizations or other Marxist revolutionary organizations including splinter groups, may be potentially dangerous.
- b. To determine the identities, whereabouts, and activities of individuals constituting a threat to the internal security and develop sufficient information and evidence through investigation to sustain appropriate action by the Bureau should it become necessary for the Federal Government to institute prosecutive action against such individuals in courts of law or control their movement and activities in the event of a national emergency

## 3. Purpose of investigation

The primary purpose of these investigations is twofold, namely:

## a. Determination of dangerousness

To determine the identities, whereabouts, and activities of all individuals in the U. S. and Puerto Rico who, because of their membership in, activity in, or association with one or more of the revolutionary groups defined above or related groups, are dangerous or potentially dangerous to the internal security of the country, and the consequent collection of sufficient information concerning their subversive activities to justify apprehension in event of a national emergency

## b. Determination of violations of Federal statutes

To determine the identities, whereabouts, and activities of all individuals who have been or may be violating laws of the U. S.

- (1) Direct investigation towards obtaining admissible evidence to establish the violation.
- (2) Be alert for any information indicating a violation of the Federal statutes relating to espionage, sabotage, and sedition.
- (3) Title 18, USC, § 2385, paragraph (1), prohibits the advocacy, etc., of forceful or violent overthrow of the Government. Paragraph (2) prohibits the printing and distribution of propaganda advocating the forceful overthrow of the Government. (Affiliation with an organization is not a prerequisite to prosecution under paragraphs (1) and (2).) Paragraph (3) makes it unlawful to organize or help to organize any society, etc., of persons who advocate overthrow of the Government by force or violence, or to be or become a member of or become affiliated with any such society knowing the purposes thereof. Conspiracy to violate this section is covered by Title 18, USC, § 371 (general conspiracy statute).
- (4) Title 18, USC, § 2387, penalizes attempts to undermine the loyalty, discipline, or morale of the armed forces. All red violations should be reported immediately to the Bureau.

- (5) Title 5, USC, §§ 118p, 118q, and 118r (Public Law 330, 84th Congress, approved 9-9-55), prohibits Government employment of persons who are disloyal or who assert the right to strike against the Government. The law provides that an individual accepting office or employment in the Government of the U. S. shall, within 60 days, execute an affidavit certifying that he does not advocate the violent overthrow of the U. S. Government, etc. The execution of a false affidavit constitutes a fraud on, or attempt to defraud, the Government within the purview of Title 5, USC, § 93, so as to authorize Special Agents of the Bureau to administer oaths in investigations arising out of this law. Alleged violations of this law called to your attention should be furnished to the Bureau promptly and no investigation should be initiated on the basis of complaints received without prior Bureau authority. Refer to section [69H] of this manual entitled "Security of Government Employees - Fraud Against the Government" for procedures to be followed regarding possible violations of this law discovered or received in connection with security of Government employees investigations.
- (6) Title 18, USC, § 1001, includes possible fraud against the Government violations wherein there are concealments or falsifications relating to subversive information. These violations must be presented to the Department by the Bureau for a prosecutive opinion rather than being presented locally to USAs. They ordinarily involve the execution of U. S. Government forms. Common violators are employees of private concerns having Government contracts who execute Government forms required for clearance for access to classified information.

Upon receipt of information indicating a violation of this type, investigation under the "Security Matter - Fraud Against the Government" character should be initiated and the Bureau immediately advised. The Department has advised that it is essential, to establish jurisdiction, to prove that the form was presented to a Government agency for action or determination. This, therefore, should be the first investigative step. If the form was not presented to a Government agency, no further investigation should be made and the Bureau so advised. In this case, however, remain alert for information the form is later presented to Government agency. The fact subject actually signed the form must be established by testimony of witnesses to the signature, handwriting examination, or other conclusive evidence. The original of the form must be located. Sources that furnished pertinent information concerning subject during previous investigations and other potential witnesses should be thoroughly interviewed to determine the basis for each item of pertinent information furnished and to obtain the identities of other potential witnesses. Where affiliation with subversive organizations is involved, interview individuals who were members of same units of these organizations as subject for indicia of his membership, such as attendance at closed meetings, payment of dues, holding of office, etc. If possible, develop evidence to supplant pertinent information furnished by current informants. Obtain prior Bureau authority to interview the subject. Interview subject and potential witnesses furnishing pertinent information under oath and obtain sworn signed statements if possible. An exception may be made when interviewing established sources, such as current informants, if oath and/or signed statements not considered desirable under circumstances. Be guided by instructions in section 6b, (7), below when interviewing potential witnesses with subversive backgrounds.

## (c) Physical surveillances

- I. Intelligence information and admissible evidence obtained through the use of physical surveillances in these investigations are of extreme value. Physical surveillances should be used whenever, in the opinion of the SAC, information of sufficient value might be obtained to justify their use in light of the existing circumstances and available manpower.
- II. When information is received through other sources indicating that unit or mass meetings of subversive organizations are to take place, or clandestine meetings of certain individuals in a subversive movement are to be held with other unidentified individuals, physical surveillances should be used when practical to corroborate such information and further develop details concerning such meetings; that is, details of action taken at the meetings, identification of individuals in attendance, and extent of participation of the various individuals present.
- III. Proper and well-coordinated physical surveillances of various individuals in leadership or underground capacities of a subversive movement will develop a chain of activity within the movement, which not only establishes the importance and position of those individuals directly involved but will also serve to identify others who may not yet be identified with the movement.
- IV. The success of physical surveillances depends upon the resourcefulness and ingenuity of the Agents assigned to them. The Agents must at all times exercise sound judgment and discretion in the performance of such duties to avoid embarrassment to the Bureau. They must be alert at all times not only to observe the specific activity of the subject but to observe countersurveillance which may be used to identify the Agents and thereafter embarrass the Bureau.

## (d) Photographic surveillances

- I. Photographic evidence which establishes meetings between individuals involved in these investigations and which establishes that subjects enter or leave certain buildings, etc., at the time it is known that meetings of subversive organizations are taking place therein is invaluable in establishing a complete chain of evidence. Photographs of such activities add convincing, admissible, physical evidence in establishing the subversive activities of individuals.
- II. Photographic surveillances must be properly correlated with other investigative techniques to assure that maximum of evidence is being obtained. They must be well planned and conducted in a discreet manner. Care should be taken to conceal properly the equipment used to avoid detection of the surveillances not only by the subject but also by any other individuals in the proximity of the surveillance.

## (e) Public sources

Full use must be made of all sources of information which are public in nature. Obtain background and lineage data from public birth records at local bureaus of vital statistics, credit agencies, city, county, and state recorders' offices, public utility records, school records, etc., whenever contact with such sources can be expected to produce information of value. Publications of subversive organizations and records of state and Federal committees which have conducted hearings concerning subversive activities should be obtained and indexed as reference material to assist in obtaining complete coverage of a subversive movement and the individuals connected therewith.

## (f) Records of private firms

Where pertinent information is indicated to be available in the records of private business firms, such as past or present employers, insurance companies, merchants with whom an individual may have conducted business, etc., contact should be had with such firms provided that contact will not jeopardize the investigation by enabling the subject to become unduly cognizant of our investigative interest in him.

## (g) [Deleted]

## (h) [Deleted]

## (i) Channelizing information to case files

I. When information is received as a result of subversive activities concerning various individuals [showing] their membership or activities in subversive groups and organizations, such information should be channelized to the main case files of the individuals involved. A mimeographed form (FD-306) may be used provided it is limited to reporting attendance at meetings.

II. When information received from live informants, physical surveillances, and photographic surveillances is channelized to the individual case files, the channelizing memoranda or other documents being placed in the individual files must be documented.

- II. Race  
 White and Caucasian W  
 Negro N  
 Chinese C  
 Others O  
 (All others including Orientals (except Chinese),  
 American Indians, etc.)
- III. Sex  
 Male M  
 Female F
- IV. Citizenship  
 Native born NB  
 Naturalized NA  
 Alien AL  
 (If citizenship status is unknown when security  
 index card is recommended, space should be left  
 blank but status should be ascertained and sub-  
 mitted by FD-122.)
- V. Organizational affiliation or nationalistic tendency  
 Communist Party, USA COM  
 [Progressive Labor Movement PLM]  
 Socialist Workers Party SWP  
 Johnson-Forest Group JFG  
 American Socialist Clubs ASC  
 Nationalist groups  
 advocating independence  
 for Puerto Rico PRN  
 Proletarian Party of America PPA  
 Nation of Islam NOI  
 Bulgarian BUL  
 Cuban CUB  
 Czechoslovakian CZE  
 Hungarian HUN  
 Rumanian RUM  
 Russian RUS  
 Yugoslavian YUG
- VI. Dangerousness classification (where applicable)  
 Detcom DC
- VII. Key figure and top functionary designation (where applicable)  
 Key figure KF  
 Top functionary TF
- VIII. Special section cards  
 Atomic energy program.  
 employees AEP  
 Cuban special section CUB  
 Espionage subjects ESP  
 Foreign government employees FGE  
 Pro-Tito subjects YUG  
 United Nations employees UNE  
 U. S. Government employees GOV
- IX. Unavailable section cards  
 Missing MI  
 Out of country OC  
 Imprisoned PR
- X. Date and place of birth
- XI. Key facility geographical reference number and abbrev-  
 iation denoting the agency having security responsibility  
 for the key facility obtained from the Department of  
 Defense Key Facilities List (where applicable)
- XII. Residence address
- XIII. Employment address and any additional data deemed  
 necessary to assist in locating a subject in an  
 emergency. Labor union affiliation, if any.
- XIV. Field office file number

## (b) Data to appear on separate attached card

I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.

- (A) Complete description
- (B) Notation that security index flash notice has been submitted for posting in Identification Division
- (C) Photograph, with date taken placed below
- (D) Dangerous characteristics of subject, including notation if subject possesses firearms
- (E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

## (6) Arrangement of the security index

## (a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

should be completely filled out just as if a first recommendation is being made, and submitted with a current report. If not, the Bureau should be advised of the reasons for not reactivating his security index card. In either case, cancel the inactive card.

(7) Periodic verification of addresses

- (a) The data recorded on security index cards shall be in an up-to-date status at all times.
- (b) The whereabouts of all security index subjects should be known at all times. The residence and business addresses of all security index subjects must be checked at least once each six months, [except those imprisoned and those who were included in the security index because of disaffection for the U. S. (defection to a Sino-Soviet bloc country) (see section 105G, item 3, volume IV, of this manual)]. The residence and employment of those who were included in the security index because of disaffection for the U. S. must be verified every thirty days. The case of any security index subject who is out of the country must be followed at least each six months to determine if he has returned to this country.

Perfect arrangements to be advised [on a current basis of any indication that the subject is engaged in subversive activities, is exhibiting violent tendencies, or plans to change his residence or employment.] Periodic checks to verify residence or business addresses may be made under appropriate pretext by telephone, or other expeditious means.

- (c) The physical characteristics and description of each security index subject shall be determined or verified by personal observation and the individual case file of each security index subject shall show that this has been done. If a security index subject has not been personally observed previously, this should be done during the next verification of the subject's residence and/or business addresses.
- (d) Use form FD-154 in verifying addresses of security index subjects when its use will facilitate the checking of the addresses. When FD-154 is not used in verifying addresses, a notation must be made on the last FD-154, FD-122, or FD-128 in the subject's case file showing the subject's current residence and business addresses and the date such addresses were verified. This must be done to assure that the file will contain all information concerning the status of the case and that the file will come to the attention of the Agent or field supervisor to determine if additional action is warranted at the time of the verification of addresses. Each time that a security index subject's residence and employment are verified, the case must be re-evaluated to assure that the subject is qualified for inclusion in the security index under the criteria for such inclusion. A notation to the effect that the case has been reviewed for this purpose shall be made in the file.
- (e) If it is determined that the residence or business address or both have been changed from those appearing on the security index card, FD-122 should be submitted to the Bureau with the current residence or business address shown thereon. In such instances, FD-122 should show only the changes to be made on the security index card. [FD-122 should be accompanied by form FD-366 for dissemination to Secret Service. Secret Service should be advised locally by dissemination of FD-366.]

- (f) The project of verifying addresses of security index subjects (other than top functionaries and key figures) shall be handled by reopening and assigning the cases for verification and closing the cases administratively upon accomplishment of verifications. Top functionary and key figure cases are to be handled as provided in section 87D 7f (8). Verifications should also be made at the time of submission of all annual investigative reports and should be reported therein.
- (8) Changes, additions, and deletions of data appearing on security index cards
  - (a) Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, detcom classification, date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility (see 87D 7c (2) below), residence or business address. Exception: Change office of origin by form FD-128.
  - (b) Insertion or removal of cards from special section or unavailable section should be handled pursuant to 87D 7b (6) (b) III or IV.
  - (c) Temporary handwritten notations may be made on existing security index cards pending receipt of corrected cards from Bureau.
  - (d) Indicate use of FD-122 for changes by checking proper opening paragraph and submit without abstract.
  - (e) Set out only items being changed, added, or deleted. If being deleted, specify "Delete."
  - (f) Upon receipt from Bureau of corrected security index cards with duplicate copy of FD-122 (stamped "Corrected Security Index cards attached. Substitute for cards in file and destroy old cards. Place photograph and description on reverse side of geographical cards."), action to be taken includes:
    - I. Check accuracy of data on cards.
    - II. Transfer separate cards with descriptive data and photograph from back of old geographical section cards to back of corrected cards, staple them and file in geographical section. Exception: For special or unavailable section subjects, see 87D 7b (6) (b) III or IV above.
    - III. File third card in alphabetical section of security index.
    - IV. Destroy old cards.
- (9) Movement of subjects between offices and transfers of security index cards
  - (a) Subjects of security index cards other than key figures and top functionaries
    - I. Requests to verify addresses of security index subjects from other offices must be assigned immediately and results of investigation to verify the new address must be transmitted to the office of origin within two weeks.
    - II. Office of origin, upon receipt of verification of address, should submit FD-128 immediately transferring office of origin. Forms regarding unavailable section subjects should be prepared in accordance with 87D 7b (6) (b) IV above.
    - III. Submit original and one copy of FD-128 to Bureau. Submit two copies thereof to office covering subject's new address, enclosing copies of all previous reports, other pertinent serials, photograph if available, and security index cards. FD-128 should show full title.
    - IV. Information concerning key facility employment of subject in new office should be furnished by that office to old office of origin so that geographical reference



in a key facility, copies of reports bearing the dual character, "Security of Government Employees; Security Matter - C," should be furnished to appropriate intelligence agencies of the armed services by the field offices as shown in sections 69, volume III, and 87D 7e (2), of this manual.

Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including policy, investigative procedures, and dissemination are set out in section 69, volume III, of this manual.

- (7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services

Dissemination should be made locally to the intelligence service of the military branch involved.

- (8) Airmen issued certificates by Federal Aviation Agency

Federal Aviation Agency issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way; individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to Federal Aviation Agency. Such dissemination will be made only at the Bureau.

- (9) Security index - dissemination of information to Secret Service  
Letterhead memoranda are to be disseminated to Secret Service in all security index cases. These letterhead memoranda should contain background data on the individuals involved, residence, employment, and a description. They should contain any information indicative of emotional instability or any factors indicative of a propensity for violence, as well as any information indicating that the subject is in possession of firearms. The above should be followed by a succinct statement concerning the subject's affiliation with or participation in a subversive movement. They are not to contain any reference to the security index program.

Dissemination of these letterhead memoranda to Secret Service will be made both at the Bureau and in the field following review at the Bureau. Submit in quadruplicate under the individual caption. Instructions regarding dissemination in the field will be issued after Bureau review.

After initial submission of letterhead memoranda in security index cases, as changes occur in the status of the individuals involved with respect to residence and employment, advise Secret Service locally and furnish two copies of the letterhead memorandum to the Bureau for dissemination at the SOG. Form FD-366 may be used for this purpose. The letterhead memorandum should contain a reference to the previous communication disseminated to Secret Service.

[When reporting changes in residence and/or employment concerning Chinese and Cuban aliens on the security index, in addition to dissemination to Secret Service, also advise the Immigration and Naturalization Service (INS) locally, and furnish four copies of the letterhead memorandum to the Bureau for dissemination at the SOG. Bear in mind in filling out the reference that some

memoranda have been expressly prepared for dissemination to Secret Service only and have not been furnished to the Department or INS; therefore, the copy furnished INS locally and two of the copies furnished the Bureau should reference the last communication to INS.]

For instructions pertaining to dissemination to Secret Service in other than security index cases, refer to section 83K, volume III, of this manual.

Copies of letterhead memoranda prepared in security index cases should be retained in the individual case files only.

Upon transfer of office of origin in one of these cases, the [old] office of origin is to furnish Secret Service locally with [the subject's new residence and business address] and advise the Bureau that such has been done by the submission of two copies of the letterhead memorandum disseminated locally. [The new office of origin need take no action regarding dissemination to Secret Service until such time as further changes occur with respect to the subject's status.]

(10) Dissemination at the Bureau

There are some situations in which dissemination is made at the Bureau instead of in the field. In the majority of instances, information received by the FBI should properly be furnished immediately to some other agency within the executive branch of the Government so that the responsibilities of the other agency might be fulfilled properly. Care must be taken, however, not to disseminate information to any field branch of another Government agency where such a procedure is deemed inadvisable because of the inadequacy of security measures in that branch. In these instances the data should be brought to the immediate attention of the Bureau for dissemination at the SOG. An example of the latter is, of course, the Atomic Energy Commission, which receives reports only through the Bureau, as noted in section 87D 7c (3) of this manual. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including the State Department, only at the SOG, as set out in 87D 6b (4). Dissemination is also made at the SOG to the State Department, unless it appears undesirable, in those cases in which subjects have been indicted for violations grounded on subversive activities. Dissemination in these cases is made to preclude these subjects from utilizing the fact they obtained a passport to refute allegations of subversive connections. The State Department, therefore, will be in possession of data concerning a defendant should he attempt to utilize this tactic in such an action.

b. Data developed concerning individuals who are not within the Bureau's investigative jurisdiction

(1) Members of the armed forces

The Delimitations Agreement between the FBI and the armed forces intelligence agencies states that the responsibility assumed by one organization in a given field carries with it the obligation to exchange freely and directly with other subscribing organizations all information of mutual interest.

Thus, in discharging our basic responsibilities in the internal security field, it is imperative that information concerning members of the military services be referred immediately to the appropriate branch having primary responsibility for its personnel. This procedure is mandatory, even though the security aspects of the data have not been fully resolved or verified. It should be specifically pointed out in such instances that the information has not been verified.

Section 87D 5b of this manual instructs that if it is determined a security subject is a member of the armed services the investigation must at that point be discontinued immediately and reported to the Bureau. The basis for such instruction lies in the fact that the subject is no longer within our investigative jurisdiction. In addition, dissemination of pertinent reports must be made locally in the field to the appropriate intelligence agency.

Our responsibility with regard to military personnel is not confined to those who have been the subjects of security investigations. It extends to any subversive derogatory data developed against a member of the armed services during any of our investigations of either individuals or organizations. For instance, if it is determined that a member of the armed forces has been in contact with a security subject or with any individual or group raising security implications, the appropriate intelligence service should be immediately advised locally. This should be done even though the security aspects of the contact have not been resolved, so that the military services may be in a position to discharge their responsibilities. It must be pointed out to them specifically in such instances that the data are unverified, and pertinent developments must be transmitted to them thereafter immediately upon receipt.

Section 87D 6b (1) (h) provides that during the course of security investigations it must be determined whether the subjects have any close relatives in the armed forces. Our responsibilities require that such associations be called to the attention of the appropriate military intelligence services, together with pertinent data, including reports, on the security subjects involved. The evaluation of these associations lies entirely within the province of the intelligence services, but for the reasons stated previously herein it is incumbent upon the Bureau to disseminate this information immediately upon receipt.

Any subversive contacts or information developed concerning military personnel must be set out in a letter to the Bureau, together with a statement as to the local dissemination made in the field. Such letter should be accompanied by a [letterhead] memorandum setting out with particularity the subversive data in a form entirely suitable for dissemination.

4. Annual Communist Party, USA, organizational and membership survey. Each office is instructed to initiate by February 1 of each year a detailed and analytical survey of the organization and membership of the Communist Party in its territory, results to be forwarded to the Bureau by April 1. Set forth in detail the complete organizational structure of each Communist Party district or state organization including district and county committees, together with the identities of officers from the club through the district level. Identify each Communist Party club and section in the district, together with the identities of individual club members and most recent date each member was so identified. Where identification of an individual is tentative, this fact should be indicated by placing the word "tentative" after the individual's name. Note the informant coverage in each club, as well as on district and county committees, by setting forth the symbol numbers of the informants. In those instances in which no informant coverage exists in a particular club or on a district or county committee, this fact should be noted. In addition, summarize the over-all findings by setting forth the estimated Communist Party membership in the field office territory, together with the number of members who have been positively and tentatively identified as such within the immediately preceding 12-month period. Charts and maps should be used in setting forth the geographic distribution of the Communist Party whenever feasible. Offices which are auxiliary offices in investigation of a Communist Party district should furnish the required information to the office of origin for inclusion in its survey by March 15 of each year.

Following the organizational breakdown, each office should critically appraise its knowledge of the Communist Party organization within its division and set forth its comments and recommendations concerning investigative activity to be undertaken to eliminate any weaknesses detected. In those instances in which the disclosed weakness is that of lack of adequate informant coverage, advise in detail of the number of Bureau-approved potential security informants being developed in the particular area, as well as concrete plans to obtain additional informant coverage in the future.

- [5. Communist Influence in Racial Matters, Internal Security - C (code name "CIRM"). Bufile 100-442529. Office of origin: New York.
  - a. Quarterly reports (to reach the Bureau by February 1, May 1, August 1, and November 1) should be submitted by each field office for the purpose of reporting, in a centralized manner, all available information bearing upon the communist influence in racial matters. Included should be information developed under the title of a variety of matters, such as CPUSA, Negro question, communist influence in racial matters; communist infiltration of various organizations, such as the Congress of Racial Equality, Student Non-Violent Coordinating Committee, and the like; investigations of subversive individuals active in the racial movement; investigations of communist fronts and other miscellaneous organizations; and racial disturbances and other racial matters investigated under the racial matter character. Information should be included in these quarterly reports, notwithstanding the fact that it will duplicate reporting in the other substantive matters referred to above. These reports shall be designed to precisely spell out the full extent of the communist influence in racial matters. They should separate words and intentions from actions; mere participation from direct influence; and the bona fide communist from the mere "do-gooder." They should not include information concerning legitimate efforts in the racial movement where there is no communist taint.

- (10) Political activities (Bureau file 100-3-72)
  - (a) Political activities in which party is engaged, including names and identities of party member candidates or party-sponsored candidates for public office
  - (b) Details relating to party sponsorship of third party movements
- (11) Legislative activities (Bureau file 100-3-70)
  - (a) Activities of the Communist Party and/or its members in connection with legislation or proposed legislation which affects status of the party or activities of the party and its members
  - (b) Activities of the Communist Party and/or its members in connection with legislation which does not directly affect the party or its members but which party deems expedient to promote so it may appear to be closely aligned or in favor of a worthy cause
- (12) Domestic administration issues (Bureau file 100-3-83)
  - (a) Communist Party activities with relation to domestic administration issues, such as antilynching laws, poll tax, etc. Only the over-all policy of the party in these matters should be included in quarterly reports.
- (13) [Deleted]
- (14) Youth matters (Bureau file 100-3-76)

Over-all policy and activities of the Communist Party youth commissions relative to infiltration of youth groups and exploitation of youth. Youth front activities should be submitted under appropriate front organization caption and should not be included in Communist Party quarterly reports.
- (15) Women's matters (Bureau file 100-3-78)

Pertinent Communist Party over-all policy and activities of the women's commission relating to the infiltration of women's groups, exploitation of women
- (16) Farmer's matters (Bureau file 100-3-79)

Pertinent Communist Party over-all policy and activities of the farm commission relative to the infiltration of farmer groups, exploitation of farmers, etc.
- (17) Cultural activities (Bureau file 100-3-90)

The cultural commissions are, for the most part, composed of secret members of the party. These commissions propagate the cultural activities of the Communist Party which are displayed primarily through communist front organizations, as well as the carrying out of the Communist Party line in the fields of radio, publishing, education, science, and

arts. Individual members of the cultural sections have close ties in many instances with suspected international communist representatives. The following of this phase of the Communist Party movement is most important to develop the full and complete picture of Communist Party activities.

- (18) Veteran's matters (Bureau file 100-3-73)  
Communist Party policy and activities of a significant character directed toward the exploiting of veterans and their problems
- (19) National group commissions (Bureau file 100-3-91)
  - (a) Activity on the part of various Communist Party national group commissions, including identities of leaders and members of the commissions
  - (b) Special Communist Party policies relating to infiltration of minority groups
- (20) Religion (Bureau file 100-3-82)
  - (a) Communist Party policy relating to its approach to religion or to penetration of established religious groups
  - (b) Any particular vehement statements made against religious bodies by ranking communists
- (21) Pamphlets and publications (Bureau file 100-3-86)
  - (a) Changes in the field division with respect to establishment of new bookstores, increased distribution of party literature, publication of Communist Party literature and pamphlets, and other pertinent information relating to preparation and dissemination of Communist Party literature
  - (b) Forward to Bureau by letter any important Communist Party publications published within a field division. Mention the publication in quarterly report, but do not describe in detail in the report.
- (22) Education (Bureau file 100-3-71)
  - (a) Statements or class material which advocates overthrow of the U. S. Government by force and violence
  - (b) Pertinent evidence and information relating to educational programs of the party. The following are deemed of utmost importance:
    - I. Instructions from national and/or district headquarters relative to the education of both new and experienced members
    - II. Courses or curricula given, together with any educational outlines and assigned or suggested reading. (There should be no long quotations in reports and any exhibits or enclosures should be forwarded to Bureau by separate letter.)
    - III. Important statements and remarks by instructors who should in turn be sufficiently identified so as to establish their status as duly designated or qualified party instructors
    - IV. Succinct digest of notes or memoranda of informants who attend the classes or schools. (Copies of the actual notes or memoranda should be submitted promptly by separate letter.)
    - V. Identities, if available, of members receiving instructions. Concentrate on having confidential informants

- b. Information should be reported according to the following outline. All main headings denoted by Roman numerals must be accounted for. If there is no information to report under a particular main heading, the heading should appear, followed by a statement "No information developed."

# I. COMMUNIST STRATEGY

## (A) COMMUNIST PARTY, USA

- (1) Plans, strategy, party line, and the like made at national meetings, including expressions by national and other functionaries
- (2) Plans, etc., made at district and lower level meetings, including expressions by local leaders and rank-and-file members
- (3) Plans, etc., as revealed in party publications and other propaganda media, such as written directives, press releases, and the like

Information under item 3 should be reported by the office covering the origin of the publications, such as the New York Office for "The Worker," "Political Affairs," and directives from party headquarters; San Francisco Office for "People's World"; etc. Party expressions, oral or written, when directly related to a specific event covered under II, should be included under II.

## (B) OTHER COMMUNIST GROUPS (Such as Socialist Workers Party, Progressive Labor, Workers World Party, and the like)

Under (B), report information under separate numbered subheadings for each organization. Report here information generally along the same lines as for (A) above.

# II. COMMUNIST TACTICS

In this part report information on communist direction and influence of and participation in racial demonstrations, disturbances, drives, boycotts, and any other similar activities with racial overtones. This part will illustrate how communist activities attempt to exploit racial situations and expand communist influence, thus furthering communist objectives. List activities in chronological order with lettered subheadings, such as:

- (A) DEMONSTRATION, CLEVELAND, OHIO, 1-10-63
- (B) STORE BOYCOTT, YOUNGSTOWN, OHIO, 3-6-63

Under each subheading include such information as nature of event; sponsoring and participating groups; total participants; number and identities of subversives involved; specifics as to whether subversives directed, controlled, instigated, or merely participated; whether violence resulted and, if so, whether subversives involved; arrests of subversives and court disposition; and any other information believed pertinent to the over-all picture of communist influence. Efforts by supporting groups to avoid communist involvement should also be reported. If a particular event had no communist involvement, it should, of course, not be included in the report.

## III. COMMUNIST PENETRATION AND INFLUENCE IN RACIAL AND OTHER ORGANIZATIONS

Field offices should set out information concerning only the local branches of the organizations which are in its territory. The office covering the national headquarters of an organization should set out pertinent data as to the national headquarters, as well as any local affiliates in its territory, separating the national from the locals. The number of members, nationally and by locals, should be indicated. Include under each organization information as to officers and others in positions of influence who have present or past subversive connections; information as to other subversives who are merely members; specific evidence of influence wielded by subversives; policy concerning communist participation in the organization's activities, such as prohibition of communists holding office or membership (if no such stated policy, so indicate); and use and distribution of communist propaganda.

## IV. MISCELLANEOUS

If at all possible, information to be included should be set out under the basic main headings I, II, or III. However, should there be some pertinent information to report which does not lend itself to the first three parts, it will be permissible to include it in part IV - MISCELLANEOUS.

- c. The term "communist" should be interpreted in its broad sense as including persons not only adhering to the principles of the CPUSA itself, but also to such splinter and offshoot groups as the Socialist Workers Party, Progressive Labor, and the like.
- d. Any office which has no information to report should so advise the Bureau by letter in lieu of a report. If any positive information, however limited, is available, it must be submitted by report. The same appropriate local dissemination to other agencies should be made as is made for the quarterly reports concerning the CPUSA. Except as otherwise indicated above, the regular report writing rules for security reports shall be applicable.]



- IV. Changes, additions, and deletions of data appearing in section A of reserve index cards
  - (A) Changes in data appearing on section A reserve index cards should be submitted to the Bureau by form FD-122a.
  - (B) Deletions from section A of the reserve index should be recommended by letter. The letter should set forth the basis for the recommendation.
  - (C) Changes in office of origin are to be handled by submission of form FD-128a. Forward section A cards to new office of origin.

(b) Section B

- I. This section is to contain the names of all other individuals included in the reserve index. This section is to be maintained only in the field office.
- II. Changes in office of origin are to be handled by submission of form FD-128a. Forward section B cards to new office of origin.

(4) Content

- (a) Each card in section A and section B should contain, as a minimum, the following:
    - I. Name and aliases
    - II. Race
    - III. Sex
    - IV. Organizational affiliation or nationalistic tendency
    - V. Citizenship
    - VI. Residence
    - VII. Employment
    - VIII. Birth data
    - IX. Office file number
    - [X. The letters "SS" if dissemination has been made to Secret Service in accordance with instructions in section 83K, item 2, volume III, of this manual]
  - (b) In addition, membership and position or association in a subversive group or groups, together with the source and date of the information, may be added.
- (5) Removal and deletion of cards
- (a) Destroy cards on individuals who subsequently become security informants or sources or who subsequently become subjects of security index cards.
  - (b) Advise the Bureau of the destruction only in the case of section A cards.

b. Security index

(1) Purpose

- (a) Security index cards are prepared and maintained by the Bureau to serve as operational guide for apprehension of persons deemed dangerous or potentially dangerous to the internal security of the country in the event of a national emergency.
- (b) It shall contain the names of all persons who have been determined through investigation to be dangerous or potentially dangerous because of their membership in or affiliation with or espousal of doctrines of basic revolutionary organizations and/or front organizations and who will be apprehended upon receipt of instructions from the Attorney General.
- (c) It shall include subjects of espionage investigations and any other type of Bureau investigation provided their activities bring them within the scope of the security index criteria.
- (d) Action shall be taken against individuals included in the security index only upon authorization of warrants of arrest by the Attorney General. However, in preparing and maintaining the security index, to all practical effects, the Bureau is making the decision as to those persons who will be apprehended in the event of an emergency, inasmuch as the Attorney General has advised that he does not have funds or

- manpower to review security index cases.
- (e) Names shall be included in the security index only when investigation has established and reports[show] sufficient facts and evidence to justify the inclusion of each subject in the security index.
  - (f) The contents of the security index must be accurate and correct at all times. Matters pertaining to its preparation and maintenance must be given preferred, expeditious, continuous, and detailed attention.
  - (g) Matters pertaining to the security index are strictly confidential and are not to be mentioned or alluded to in investigative reports.
  - (h) The general operation and content of the security index must not be discussed by field personnel of the Bureau without prior Bureau authority.
  - (i) Matters pertaining to the security index may be discussed with duly qualified representatives of other Federal intelligence agencies only on a strictly confidential basis and only in instances in which an individual subject of prime interest to one of these services is involved.
- (2) Determination of dangerousness of an individual
- (a) The dangerousness of a member or affiliate of a subversive organization does not necessarily depend entirely upon his personal characteristics, such as aggressiveness or a disposition to violence. Although these factors must be taken into consideration in evaluating an individual's potential dangerousness, other factors are essential in making this determination. An individual's dangerousness also depends upon the contribution he has made or is making in the advancement of the principles and aims of the subversive movement with which he is connected or his subversive potentialities in the event of a national emergency. Bear in mind that a subject active in a subversive organization is not merely an isolated individual but is a part of an organization of which the purposes are opposed to the best interests of the U. S. An individual's loyalty to a subversive organization and the principles thereof is a primary factor to take into consideration in evaluating his potential dangerousness; [however, regardless of evidence of subversive affiliation, all evidence developed during the course of a security investigation must be carefully weighed for the purpose of determining whether the subject's activities depict him as a potentially dangerous individual in time of a national emergency. Factors having a bearing upon an individual's potential dangerousness are numerous and will vary in each case in degree.]
- Among such factors are:
- I. Long continued membership in a subversive organization
  - II. Affiliation with or attendance at training schools, especially leadership schools
  - III. Frequent or regular attendance at organizational meetings and functions
  - IV. Subscriptions to publications of a subversive organization
  - V. Possession of or continued study of revolutionary literature
  - VI. Preparation or distribution of subversive propaganda and/or literature
  - VII. Holding positions in the subversive organization or in other organizations of a front character which indicate confidence of such organizations in his loyalty
  - VIII. Espousal of a subversive doctrine exemplified in his acts and utterances

in a key facility, copies of reports bearing the dual character, "Security of Government Employees; Security Matter - C," should be furnished to appropriate intelligence agencies of the armed services by the field offices as shown in sections 69, volume III, and 87D 7c (2), of this manual.

Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including policy, investigative procedures, and dissemination are set out in section 69, volume III, of this manual.

- (7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services

Dissemination should be made locally to the intelligence service of the military branch involved.

- (8) Airmen issued certificates by Federal Aviation Agency

Federal Aviation Agency issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way; individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to Federal Aviation Agency. Such dissemination will be made only at the Bureau.

- (9) Security index - dissemination of information to Secret Service
- Letterhead memoranda are to be disseminated to Secret Service in all security index cases. These letterhead memoranda should contain background data on the individuals involved, residence, employment, and a description. They should contain any information indicative of emotional instability or any factors indicative of a propensity for violence, as well as any information indicating that the subject is in possession of firearms. The above should be followed by a succinct statement concerning the subject's affiliation with or participation in a subversive movement. They are not to contain any reference to the security index program.

Dissemination of these letterhead memoranda to Secret Service will be made both at the Bureau and in the field following review at the Bureau. Submit in quadruplicate under the individual caption. Instructions regarding dissemination in the field will be issued after Bureau review.

After initial submission of letterhead memoranda in security index cases, as changes occur in the status of the individuals involved with respect to residence and employment, advise Secret Service locally and furnish two copies of the letterhead memorandum to the Bureau for dissemination at the SOG. [Form FD-366 may be used for this purpose.] The letterhead memorandum should contain a reference to the previous communication disseminated to Secret Service.

For instructions pertaining to dissemination to Secret Service in other than security index cases, refer to section 83K, volume III, of this manual.

Copies of letterhead memoranda prepared in security index cases should be retained in the individual case files only.

Upon transfer of office of origin in one of these cases, the new office of origin is to furnish Secret Service locally with pertinent data concerning the subject and advise the Bureau that such has been done by the submission of two copies of the letterhead memorandum disseminated locally.

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agency responsible for such action. Forward such data to Bureau and incorporate in next report submitted concerning individual in question. Where no investigation has been conducted by Bureau and there is no case on individual being denied clearance, give consideration to opening a security investigation if information received from intelligence agency warrants such action.

(2) Inclusion in security index

In recommending key facility employee for inclusion in security index, FD-122 is to contain:

- (a) Key facility geographical reference number
- (b) Abbreviation for agency having security responsibility
- (c) Abbreviations for [other] agencies [known to have classified contracts with the key facility.] Interested agencies should be identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards returned from Bureau.
- (d) Abbreviation AEC immediately following abbreviation for agency having security responsibility when abbreviation of responsible agency on key facilities list is followed by asterisk, which denotes Atomic Energy Commission is involved in security responsibility. This data will appear on security index cards returned from the Bureau.

If subject of existing security index card is found to have become employed in a key facility, FD-122 must be submitted to Bureau with above-required key facility data set forth thereon. Case is then to be handled in accordance with instructions set forth below concerning key facility cases.

(3) Dissemination

Upon receipt of original complaint or allegation concerning key facility employee from source other than interested intelligence agency, a summary of complaint and information concerning the individual should be furnished immediately by letter to interested intelligence agency. Intelligence agency should then be advised whether a security investigation is being conducted of the individual and, if investigation is being conducted, that copies of reports will be furnished upon completion of investigation. Letter to intelligence agency should clearly point out that information is unsubstantiated and has not been verified through investigation by FBI.

These instructions do not apply to allegations of espionage or those of such a confidential character as would not ordinarily be disseminated. Such information appearing to be of immediate interest to other intelligence agencies should be submitted to Bureau by most expeditious means, depending upon the circumstances, with a request that the Bureau consider advisability of disseminating it.

Disseminate copies of each report to the local representative of agency having security responsibility, as well as to local representative of other intelligence agencies known to have

[classified contracts with the key facility.] Copies of reports for the Marine Corps should be disseminated locally to ONI.

Dissemination to the Atomic Energy Commission (AEC), Defense Atomic Support Agency (DASA) (formerly Armed Forces Special Weapons Project), the Research and Development Board (RDB), and the Maritime Administration (MA) will be made at the Bureau, and not in the field.

(4) Status of cases

After all active investigation conducted, place in a closed status. Forty-five days before report due, make case pending active and check with armed services representative at the key facility, or with other reliable sources, to determine whether subject has access to classified or restricted material.

d. Key figure and top functionary program

(1) General

Purpose of key figure and top functionary program is to select for special attention those individuals in a subversive movement who are of outstanding importance to the effectiveness of the movement.

Key figure and top functionary program is described below as pertaining to the Communist Party, USA. However, it also applies to important individuals active in or on behalf of other basic revolutionary groups.

(2) Key figures

(a) Definition

A key figure is an individual, either a member or non-member of the Communist Party or other basic revolutionary organization, who, by reason of his official position in the organization or his connections with the communist movement and his activities on its behalf, is considered of sufficient importance and potential dangerousness from an internal security standpoint to require immediate apprehension or detention in the event of an emergency. Individuals coming within the following categories shall be considered within the definition of a key figure:

- I. National, district, and state officers and the principal officers of the local clubs of the Communist Party
- II. The principal organizers of the Communist Party
- III. Those communists who are executive officers or outstanding figures in established communist front or communist-controlled organizations, foreign language groups, and Negro organizations infiltrated by communists
- IV. Individuals extensively engaged in communist infiltration of the labor movement, including principal officers of labor organizations who are members of or closely affiliated with the Communist Party. In

- (10) Dissemination at the Bureau
- There are some situations in which dissemination is made at the Bureau instead of in the field. In the majority of instances, information received by the FBI should properly be furnished immediately to some other agency within the executive branch of the Government so that the responsibilities of the other agency might be fulfilled properly. Care must be taken, however, not to disseminate information to any field branch of another Government agency where such a procedure is deemed inadvisable because of the inadequacy of security measures in that branch. In these instances the data should be brought to the immediate attention of the Bureau for dissemination at the SOG. An example of the latter is, of course, the Atomic Energy Commission, which receives reports only through the Bureau, as noted in section 87D 7c[(3)] of this manual. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including the State Department, only at the SOG, as set out in 87D 6b (4). Dissemination is also made at the SOG to the State Department, unless it appears undesirable, in those cases in which subjects have been indicted for violations grounded on subversive activities. Dissemination in these cases is made to preclude these subjects from utilizing the fact they obtained a passport to refute allegations of subversive connections. The State Department, therefore, will be in possession of data concerning a defendant should he attempt to utilize this tactic in such an action.

b. Data developed concerning individuals who are not within the Bureau's investigative jurisdiction

(1) Members of the armed forces

The Delimitations Agreement between the FBI and the armed forces intelligence agencies states that the responsibility assumed by one organization in a given field carries with it the obligation to exchange freely and directly with other subscribing organizations all information of mutual interest.



Thus, in discharging our basic responsibilities in the internal security field, it is imperative that information concerning member of the military services be referred immediately to the appropriate branch having primary responsibility for its personnel. This procedure is mandatory, even though the security aspects of the data have not been fully resolved or verified. It should be specifically pointed out in such instances that the information has not been verified.

Section 87D 5b of this manual instructs that if it is determined a security subject is a member of the armed services the investigation must at that point be discontinued immediately and reported to the Bureau. The basis for such instruction lies in the fact that the subject is no longer within our investigative jurisdiction. In addition, dissemination of pertinent reports must be made locally in the field to the appropriate intelligence agency.

Our responsibility with regard to military personnel is not confined to those who have been the subjects of security investigations. It extends to any subversive derogatory data developed against a member of the armed services during any of our investigations of either individuals or organizations. For instance, if it is determined that a member of the armed forces has been in contact with a security subject or with any individual or group raising security implications, the appropriate intelligence service should be immediately advised locally. This should be done even though the security aspects of the contact have not been resolved, so that the military services may be in a position to discharge their responsibilities. It must be pointed out to them specifically in such instances that the data are unverified, and pertinent developments must be transmitted to them thereafter immediately upon receipt.

Section 87D 6b (1) (h) provides that during the course of security investigations it must be determined whether the subjects have any close relatives in the armed forces. Our responsibilities require that such associations be called to the attention of the appropriate military intelligence services, together with pertinent data, including reports, on the security subjects involved. The evaluation of these associations lies entirely within the province of the intelligence services, but for the reasons stated previously herein it is incumbent upon the Bureau to disseminate this information immediately upon receipt.

Any subversive contacts or information developed concerning military personnel must be set out in a letter to the Bureau, together with a statement as to the local dissemination made in the field. Such letter should be accompanied by a [letterhead] memorandum setting out with particularity the subversive data in a form entirely suitable for dissemination.

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in a key facility, copies of reports bearing the dual character, "Security of Government Employees; Security Matter - C," should be furnished to appropriate intelligence agencies of the armed services by the field offices as [shown] in sections 69, [volume III,] and 87D 7e (2), [of this manual.]

Specific instructions with regard to all phases of our responsibilities under Executive Order 10450, including policy, investigative procedures, and dissemination are set out in section 69, [volume III,] of this manual.

- (7) Individuals who own property or reside in the immediate vicinity of an installation or other premises under the cognizance of a branch of the armed services  
Dissemination should be made locally to the intelligence service of the military branch involved.
- (8) Airmen issued certificates by Federal Aviation Agency  
Federal Aviation Agency issues certificates to airmen who are defined as persons in command or acting as pilot, mechanic, or member of the crew in the navigation of aircraft while under way; individuals directly in charge of the inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in the capacity of aircraft dispatcher or air-traffic control tower operator. Subversive data developed concerning persons within such definitions should be furnished to the Bureau by report or letterhead memorandum suitable for dissemination, together with cover communication recommending that such data be furnished to Federal Aviation Agency. Such dissemination will be made only at the Bureau.
- (9) [Security index - dissemination of information to Secret Service  
Letterhead memoranda are to be disseminated to Secret Service in all security index cases. These letterhead memoranda should contain background data on the individuals involved, residence, employment, and a description. They should contain any information indicative of emotional instability or any factors indicative of a propensity for violence, as well as any information indicating that the subject is in possession of firearms. The above should be followed by a succinct statement concerning the subject's affiliation with or participation in a subversive movement. They are not to contain any reference to the security index program.

Dissemination of these letterhead memoranda to Secret Service will be made both at the Bureau and in the field following review at the Bureau. Submit in quadruplicate under the individual caption. Instructions regarding dissemination in the field will be issued after Bureau review.

After initial submission of letterhead memoranda in security index cases, as changes occur in the status of the individuals involved with respect to residence and employment, advise Secret Service locally and furnish two copies of the letterhead memorandum to the Bureau for dissemination at the SOG. The letterhead memorandum should contain a reference to the previous communication disseminated to Secret Service.

For instructions pertaining to dissemination to Secret Service in other than security index cases, refer to section 83X, volume III, of this manual.

Copies of letterhead memoranda prepared in security index cases should be retained in the individual case files only.

Upon transfer of office of origin in one of these cases, the new office of origin is to furnish Secret Service locally with pertinent data concerning the subject and advise the Bureau that such has been done by the submission of two copies of the letterhead memorandum disseminated locally.]

## [(10)] Dissemination at the Bureau

There are some situations in which dissemination is made at the Bureau instead of in the field. In the majority of instances, information received by the FBI should properly be furnished immediately to some other agency within the executive branch of the Government so that the responsibilities of the other agency might be fulfilled properly. Care must be taken, however, not to disseminate information to any field branch of another Government agency where such a procedure is deemed inadvisable because of the inadequacy of security measures in that branch. In these instances the data should be brought to the immediate attention of the Bureau for dissemination at the SOG. An example of the latter is, of course, the Atomic Energy Commission, which receives reports only through the Bureau, as noted in section 87D 7c (4) of this manual. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including the State Department, only at the SOG, as set out in 87D 6b (4). Dissemination is also made at the SOG to the State Department, unless it appears undesirable, in those cases in which subjects have been indicted for violations grounded on subversive activities. Dissemination in these cases is made to preclude these subjects from utilizing the fact they obtained a passport to refute allegations of subversive connections. The State Department, therefore, will be in possession of data concerning a defendant should he attempt to utilize this tactic in such an action.

## b. Data developed concerning individuals who are not within the Bureau's investigative jurisdiction

## (1) Members of the armed forces

The Delimitations Agreement between the FBI and the armed forces intelligence agencies states that the responsibility assumed by one organization in a given field carries with it the obligation to exchange freely and directly with other subscribing organizations all information of mutual interest.

Thus, in discharging our basic responsibilities in the internal security field, it is imperative that information concerning members of the military services be referred immediately to the appropriate branch having primary responsibility for its personnel. This procedure is mandatory, even though the security aspects of the data have not been fully resolved or verified. It should be specifically pointed out in such instances that the information has not been verified.

Section 87D 5b of this manual instructs that if it is determined a security subject is a member of the armed services the investigation must at that point be discontinued immediately and reported to the Bureau. The basis for such instruction lies in the fact that the subject is no longer within our investigative jurisdiction. In addition, dissemination of pertinent reports must be made locally in the field to the appropriate intelligence agency.

Our responsibility with regard to military personnel is not confined to those who have been the subjects of security investigations. It extends to any subversive derogatory data developed against a member of the armed services during any of our investigations of either individuals or organizations. For instance, if it is determined that a member of the armed forces has been in contact with a security subject or with any individual or group raising security implications, the appropriate intelligence service should be immediately advised locally. This should be done even though the security aspects of the contact have not been resolved, so that the military services may be in a position to discharge their responsibilities. It must be pointed out to them specifically in such instances that the data are unverified, and pertinent developments must be transmitted to them thereafter immediately upon receipt.

Section 87D 6b (1) (h) provides that during the course of security investigations it must be determined whether the subjects have any close relatives in the armed forces. Our responsibilities require that such associations be called to the attention of the appropriate military intelligence services, together with pertinent data, including reports, on the security subjects involved. The evaluation of these associations lies entirely within the province of the intelligence services, but for the reasons stated previously herein it is incumbent upon the Bureau to disseminate this information immediately upon receipt.

Any subversive contacts or information developed concerning military personnel must be set out in a letter to the Bureau, together with a statement as to the local dissemination made in the field. Such letter should be accompanied by a [letterhead] memorandum setting out with particularity the subversive data in a form entirely suitable for dissemination.

- (j) In connection with periodic reports in security index cases, there are instances in which evidence of extensive activity in subversive organizations will be developed. In these cases it is permissible to report such information in narrative-type statements without indicating exact dates of activity; however, the period of time involved must be shown, as well as the inclusive dates of the informant reports.

This type reporting is not to be utilized in Smith Act of 1940 cases or Internal Security Act of 1950 cases. The narrative statements must be statements of facts and not conclusions and information from each source must be reported in separate narrative statements.

- (k) The above instructions in no way remove responsibility for reporting all items of pertinence to the Bureau, bearing in mind the fact that Bureau files must be complete insofar as matters of substance are concerned, nor is responsibility removed for the reporting in detail of information tending to establish a subject's knowledge of the basic aims and purposes of the subversive organizations with which affiliated or information tending to establish that a subject holds revolutionary and/or anarchist beliefs.

In the documentation of narrative statements set forth the location of the original documents in the field office files by the file number and serial scope.

(10) Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

- I. Reserve index, security index, file numbers and titles of other cases, priority apprehension program, key figure or top functionary status, security index flash notices (FD-165), forms FD-122, FD-122a, FD-128, and FD-128a; and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature

II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:

- (A) That subject is included in the security index
- (B) That data appearing on security index card is current
- (C) That FD-122 has been submitted to Bureau where security index card changes are necessary
- (D) That a suitable photograph is or is not available
- (E) That subject is employed in a key facility[and agency charged with security responsibility is specified]and that agencies interested in that facility are specified
- (F) Reason for classifying report
- (G) Dates subject was previously interviewed and reason for not reinterviewing subject
- (H) That subject no longer meets security index criteria and a letter has been directed to the Bureau recommending cancellation of the security index card
- (I) That subject's case has been re-evaluated and reasons are set forth as to why subject's activities continue to fall within security index criteria
- (J) That subject's security index card is or is not tabbed detcom and[reasons why]subject's activities warrant detcom tabbing

III. Form FD-305a containing items pertinent to reserve index subjects will be similarly utilized in connection with the submission of reports in reserve index cases.

(b) Documentation of reports

I. Deleted

II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.

III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.

IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of Photostats of documents obtained by the other offices and the identity

selecting key figures in the labor field, give consideration to the critical nature of the industry or trade involved and the fact that certain industries, such as transportation and communication, are particularly vulnerable to Communist infiltration and sudden disruptive action.

- V. Editors, publishers and business managers of generally recognized Communist publications or Communist publishing houses and operators of the important Communist bookstores
- VI. Prominent figures in the Communist-owned and -controlled educational institutions, generally referred to as workers schools
- VII. Attorneys and bondsmen who are active in the Communist movement and are known to furnish important assistance to the Communist movement
- VIII. Espionage or nationalistic tendency subjects whose activities are connected to a significant degree with the program of the Communist Party, provided they have no recognized diplomatic status. Investigation and preparation, submission and dissemination of reports governed by instructions issued in individual cases in this category and the general rules governing key figures as subsequently set forth in this section are not applicable to these subjects.

The above list is not all-inclusive. There may be individuals who, because of their profession, position in public life, Government employment or other associations, may not see fit to serve outwardly in behalf of the Communist Party or its related groups but who, because of their established Communist sympathies and their contributions to the Communist movement, might well conform to the general key figure definition set out above. Membership in the Communist Party or other basic revolutionary organizations is not a prerequisite to being a key figure and the designation may apply to both citizens and aliens.

(b) Regulations governing the handling of the key figure program

I. Designation and deletion of key figure status

Designate or remove a subject as a key figure by individual letter to the Bureau carrying the subject in the caption and containing a brief statement as to the reason for designation or deletion.

Where office of origin for key figures is transferred, deletions in the old office of origin and additions in the new office are handled in accordance with 87D 7b (9) (b) above.

II. Photographs

Photographs must be obtained for each key figure. Whenever possible, the photographs should be obtained from public records, law enforcement agencies, state or Federal Government agencies and similar sources. Where more direct means employed, use extreme care to avoid prejudicing the investigation. Send one copy of photograph of each key figure to the Bureau, either by cover letter or as enclosure to a report. Maintain a copy of each photograph in the subject's individual case file in the field. If album of key figure photographs maintained, be sure duplicates are also filed in each individual subject's file.

III. Handwriting specimens

Suitable handwriting specimens of each key figure must be obtained. Whenever possible, obtain handwriting specimens from public records, law enforcement agencies,

and similar sources. Again, if more direct means employed, use extreme care. Send specimens to the Bureau under a separate cover letter by registered mail for the attention of the FBI Laboratory. Letter should bear caption of individual case.

Handwriting specimens should be sufficiently extensive to permit possible future comparisons by the Laboratory. When specimens submitted may be of value as evidence, letter of transmittal should so state and Bureau should be requested to return specimens after copies have been made.

IV. Security index cards

Request preparation by FD-122 at the earliest possible moment. Same rules apply to preparation and maintenance as apply to other security index cards. All security index cards for key figures shall be tabbed for detcom. under the priority apprehension program.

V. Change of office of origin

FD-128 changing office of origin on a key figure automatically deletes him as key figure in old office and adds him as a key figure in new office. For further instructions concerning the change of office of origin in these cases, see 87D 7b (9) (b).

VI. Reports

(A) Character - Internal Security - (followed by appropriate letter designating the organizational affiliation or nationalistic tendency)

(B) Submit reports every six months [showing] the subject's activities since last report. The key figure designations should be continuously evaluated so that their status will not be continued unless justified. These cases may be placed in a pending-inactive status as soon as the following conditions exist:

- i. Reports have been submitted [showing] complete investigation definitely establishing by information of evidentiary nature subject's communist connections and activities and his importance in the communist movement plus essential background information.
- ii. When no further action necessary other than maintaining contact with informants, keeping informed of subject's whereabouts, and generally following his activities. It is imperative that established sources of information be continued and still further informant coverage effected.

iii. Do not advise the Bureau by letter that case placed in pending-inactive status. Place cases on six-month ticklers to insure prompt submission of reports at six-month intervals.

iv. Cases involving key figures and top functionaries should be maintained in a pending status until such time as suitable photographs of subjects are obtained unless, of course, circumstances dictate to the contrary, in which case the Bureau should be so advised. The fact that handwriting specimens of key figures and top functionaries have not been secured should not prevent placing these cases in a pending-inactive status when all reasonable efforts have been made to secure them.

(C) Key figure cases may be closed and the designations deleted when subject enters the armed forces or other circumstances arise warranting such action. Additional information received shall be channeled to the closed file.



- IV. Changes, additions, and deletions of data appearing in section A of reserve index cards
- (A) Changes in data appearing on section A reserve index cards should be submitted to the Bureau by form FD-122a.
  - (B) Deletions from section A of the reserve index should be recommended by letter. The letter should set forth the basis for the recommendation.
  - (C) Changes in office of origin are to be handled by submission of form FD-128a. Forward section A cards to new office of origin.

(b) Section B

- I. This section is to contain the names of all other individuals included in the reserve index. This section is to be maintained only in the field office.
- II. Changes in office of origin are to be handled by submission of form FD-128a. Forward section B cards to new office of origin.

(4) Content

- (a) Each card in section A and section B should contain, as a minimum, the following:
  - I. Name and aliases
  - II. Race
  - III. Sex
  - IV. Organizational affiliation or nationalistic tendency
  - V. Citizenship
  - VI. Residence
  - VII. Employment
  - VIII. Birth data
  - IX. Office file number

- (b) In addition, membership and position or association in a subversive group or groups, together with the source and date of the information, may be added.

(5) Removal and deletion of cards

- (a) Destroy cards on individuals who subsequently become security informants or sources or who subsequently become subjects of security index cards.
- (b) Advise the Bureau of the destruction only in the case of section A cards.]

b. Security index

(1) Purpose

- (a) Security index cards are prepared and maintained by the Bureau to serve as operational guide for apprehension of persons deemed dangerous or potentially dangerous to the internal security of the country in the event of a national emergency.
- (b) It shall contain the names of all persons who have been determined through investigation to be dangerous or potentially dangerous because of their membership in or affiliation with or espousal of doctrines of basic revolutionary organizations and/or front organizations and who will be apprehended upon receipt of instructions from the Attorney General.
- (c) It shall include subjects of espionage investigations and any other type of Bureau investigation provided their activities bring them within the scope of the security index criteria.
- (d) Action shall be taken against individuals included in the security index only upon authorization of warrants of arrest by the Attorney General. However, in preparing and maintaining the security index, to all practical effects, the Bureau is making the decision as to those persons who will be apprehended in the event of an emergency, inasmuch as the Attorney General has advised that he does not have funds or

- manpower to review security index cases.
- (e) Names shall be included in the security index only when investigation has established and reports[show] sufficient facts and evidence to justify the inclusion of each subject in the security index.
  - (f) The contents of the security index must be accurate and correct at all times. Matters pertaining to its preparation and maintenance must be given preferred, expeditious, continuous, and detailed attention.
  - (g) Matters pertaining to the security index are strictly confidential and are not to be mentioned or alluded to in investigative reports.
  - (h) The general operation and content of the security index must not be discussed by field personnel of the Bureau without prior Bureau authority.
  - (i) Matters pertaining to the security index may be discussed with duly qualified representatives of other Federal intelligence agencies only on a strictly confidential basis and only in instances in which an individual subject of prime interest to one of these services is involved.
- (2) Determination of dangerousness of an individual
- (a) The dangerousness of a member or affiliate of a subversive organization does not necessarily depend entirely upon his personal characteristics, such as aggressiveness or a disposition to violence. Although these factors must be taken into consideration in evaluating an individual's potential dangerousness, other factors are essential in making this determination. An individual's dangerousness also depends upon the contribution he has made or is making in the advancement of the principles and aims of the subversive movement with which he is connected or his subversive potentialities in the event of a national emergency. Bear in mind that a subject active in a subversive organization is not merely an isolated individual but is a part of an organization of which the purposes are opposed to the best interests of the U. S. An individual's loyalty to a subversive organization and the principles thereof is a primary factor to take into consideration in evaluating his potential dangerousness;[however, regardless of evidence of subversive affiliation, all evidence developed during the course of a security investigation must be carefully weighed for the purpose of determining whether the subject's activities depict him as a potentially dangerous individual in time of a national emergency. Factors having a bearing upon an individual's potential dangerousness are numerous and will vary in each case in degree.]
- Among such factors are:
- I. Long continued membership in a subversive organization
  - II. Affiliation with or attendance at training schools, especially leadership schools
  - III. Frequent or regular attendance at organizational meetings and functions
  - IV. Subscriptions to publications of a subversive organization
  - V. Possession of or continued study of revolutionary literature
  - VI. Preparation or distribution of subversive propaganda and/or literature
  - VII. Holding positions in the subversive organization or in other organizations of a front character which indicate confidence of such organizations in his loyalty
  - VIII. Espousal of a subversive doctrine exemplified in his acts and utterances

- IX. Contributions to or collections of funds for the organization
- X. Recruitment of new members
- XI. Revolutionary background
- XII. Participation in picket lines in which the subversive organization is interested or which it has fostered, or in demonstrations, riots, mass meetings, or pressure group activity fostered by the organization
- XIII. Violation of penal laws arising out of activities as a subversive
- XIV. Active service in armed forces supported by a subversive movement, such as service in the Loyalist Forces during the Spanish Civil War which were supported by communism
- XV. Constant support of the Soviet Union in acts and utterances
- XVI. Acting as a courier for the subversive movement or as a confidential mail drop therefor
- XVII. Constant participation in the activities of a subversive organization or advancement of the organization's aims or interests, especially when such participation involves financial sacrifices or personal inconvenience or disadvantage
- [XVIII. Contacts with Sino-Soviet-bloc establishments (including Cuba) where purpose of contact cannot be determined or contact indicates communist sympathies
- XIX. Contacts with Sino-Soviet-bloc, Cuban, or Yugoslav intelligence agents where purpose of contact cannot be determined or contact indicates communist sympathies
- XX. Individuals who have defected, revoked, or sought revocation of their U. S. citizenship in favor of a Sino-Soviet-bloc country, who have returned to the U. S., and who have taken no positive steps to counteract such action
- XXI. Statements or activities on a subject's part establishing reasonable grounds to believe that his loyalty would lie with a Sino-Soviet-bloc country in the event of armed conflict between the U. S. and a Sino-Soviet-bloc country
- XXII. Training and/or participation in espionage, sabotage, or intelligence activities
- XXIII. A history of emotional instability or irrational behavior on the part of an individual with a subversive background whose prior acts depict a propensity for violence and hatred against organized government
- (b) The security index criteria which governs whether an individual's name is to be added to the security index and/or retained thereon are set forth below. The above factors, while not all-inclusive, must be taken into consideration in each individual security case in arriving at a determination as to whether the subject thereof falls within the security index criteria and thus should be included in the security index.]
- (c) An individual shall not be deemed dangerous merely because one or more of the above factors are applicable in his case.

- (3) Criteria for placing and retaining names in the security index
- (a) The addition to and retention of names in the security index shall be governed by the following criteria:
- I. No name shall be added to or retained in the security index unless one or more of the following situations have been established through investigation:
- (A) Subject has had membership or participation in the activities of a basic revolutionary organization within the last 5 years as shown by overt acts or statements established through reliable sources, informants, or individuals.
- (B) Subject has had membership or participation in the affairs of one or more front organizations, which adhere to the policies and doctrines of a revolutionary group, in a leadership capacity or by active substantial participation in the furtherance of the aims or purposes of the front organizations within the last 3 years as shown by overt acts or statements established through reliable sources, informants, or individuals.
- (C) Investigation has developed information that an individual, though not a member or a participant in the activities of a subversive organization, has anarchist or revolutionary beliefs and is likely to seize upon the opportunity presented by a national emergency to endanger the public safety as shown by overt acts or statements within the last 3 years established through reliable sources, informants, or individuals.
- (D) Although investigation has failed to establish overt acts or statements on the part of a subject within the time limits set out above, facts have been developed which clearly and unmistakably depict the subject as a dangerous individual who could be expected to commit acts inimical to the national defense and public safety of the U. S. in time of emergency.

## II. Activity in support of Cuban regime

Careful consideration should be given to recommending for inclusion in the security index those individuals who in the light of the clear identification of the Cuban Government as procommunist, pro-Soviet bloc, and anti-U. S., would be deemed dangerous or potentially dangerous to the internal security of the U. S. in the event of an emergency involving Cuba and the U. S. In connection therewith, there should be a substantial showing of data within the following standards:

- (A) An individual has served as a leader or officer or has substantially participated in the activities of a pro-Castro organization and has engaged in activities which have included either the preparation or distribution of pro-Cuban or anti-U. S. propaganda; the active collection of funds for any agency or representative of the Cuban Government or for a pro-Castro group, which funds are not intended for the relief of human suffering or other charitable purposes; active participation in acts of violence against anti-Castro individuals or groups or against the U. S.; or the active collection of intelligence data regarding the national defense of the U. S. or which would serve the purposes of the Cuban Government as opposed to the interests of the U. S., where there are reasonable grounds to believe that such data is to be or has been conveyed to any agency or representative of the Cuban Government.
- (B) An individual, whether he has participated in organizational activity or not, has engaged in one or more activities specified in (A) above and it has been clearly established, by overt acts or statements or other evidence, that there are reasonable grounds to believe the loyalty of the individual would lie with the Cuban Government in the event of armed conflict between the Cuban Government and the U. S.
- (C) Aliens of Cuban nationality and aliens holding Cuban citizenship should be considered for the security index when it is determined that one of these (1) is likely to foster, encourage, or promote the policies, programs, or objectives of the Cuban Government, or collaborate with the Cuban Government or (2) is likely to engage in or attempt to engage in acts of espionage, sabotage, or other activities inimical or detrimental to the defense or public safety of the U. S. as shown by overt acts or statements established through reliable sources, informants, or individuals. Activities on a subject's part which should be considered in determining whether his name should be added to the security index under the foregoing would include but should not be limited to (1) participation in organizations supporting the Castro regime, (2) participation in picket lines formed in support of the Cuban Government, (3) contacts with Cuban agents operating in this country on behalf of the Cuban Government, or (4) statements or activities on a subject's part establishing reasonable grounds to believe that his loyalty would lie with the Cuban Government in the event of armed conflict between the U. S. and Cuba.

locate subjects are not to be submitted. The Bureau will closely follow investigative action to locate missing security index subjects.

- II. If you receive indications that the subject went to Mexico or Canada, request the Bureau to alert other appropriate Government agencies to this possibility and to determine any available verifying information through liaison channels.
- III. If the subject is reported to have gone to any other foreign country, the Washington Field Office should be requested to check the records of the Passport Office of the State Department for verification.
- IV. When all logical leads have been exhausted in the case of a missing important functionary, consideration should be given to circularizing all field offices with the subject's photograph and background information for the purpose of alerting the entire field to the identity of the subject. Bureau authority must be obtained before circularization is made. In seeking Bureau authority, advise the Bureau as to the position held by the subject and what efforts have already been made to locate him.

If this procedure is to be effective, its application must necessarily be restrictive in the number of subjects to which it is applied. Therefore, requests to circularize must be made only after every possible lead has been exhausted and then only in the cases of the most important missing functionaries.

- (4) Individuals traveling abroad (Also consider section 105G, volume IV, of this manual.)

When information is received indicating that

- a subject of a current or past security investigation,
- a past member of a basic revolutionary organization,
- a member since July, 1950, of an organization designated pursuant to Executive Order 10450,
- a member since July, 1950, of an organization declared subversive by the House Committee on Un-American Activities or other legislative committees,
- a member since July, 1950, of an organization described by reliable informants or sources as being dominated or controlled by one of the basic revolutionary organizations

intends to travel abroad or has already departed this country for foreign travel, take the following action:

- (a) Immediately advise the Bureau [by letterhead memorandum] setting forth complete available details concerning the foreign travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, the exact name under which the passport was issued, the number of the passport, and the office issuing the passport, if known. Include in the letterhead memorandum a full description of the subject, including all aliases, and in the case of Chinese and Korean subjects Chinese telegraphic code [and Korean telegraphic code] numbers, as well as a concise resume of available subversive data regarding the subject. Do not delay in advising the Bureau of the actual or intended travel while developing the details of the travel as time is of the essence in this matter.
- (b) Set out a lead for the Washington Field Office for a check of the records of the Passport Office, Department of State; however, do not limit efforts to develop above information to a check of such records.

## d. Other Marxist revolutionary groups

A long-established group which would come under this category is the Proletarian Party of America, a relatively small organization.

There also are a few small groups composed of ex-members of the Communist Party, USA, who have voluntarily left the party or who have been expelled, usually for factionalism.

## e. General

Communist investigations must be conducted in a most discreet and thorough manner at all times. Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority. Bureau employees should not discuss communist or related investigations with any unauthorized individual. The subject of communism is not to be used in speeches of Bureau employees without specific authorization. However, there is considerable mimeographed material in each office, including speeches, testimony, and magazine articles prepared by the Director which could be furnished outside individuals interested in the subject of communism without any discussion.

## 2. Purposes of investigation

- a. The investigation of the Communist Party, USA, and other similar-type organizations is of twofold purpose: (1) to obtain legally admissible evidence against these organizations for prosecution under existing Federal statutes set out above and (2) to follow closely the activities of these organizations from an intelligence viewpoint to have a day-to-day appraisal of the strength, dangerousness, and activities of these organizations seeking the overthrow of the U. S. Government.
- b. Suggestions for proper coverage of the investigation of the Communist Party as an organization and similar organizations should include:
  - (1) The assignment of sufficient Agent personnel to insure that all of the important ramifications of party activities are properly covered
  - (2) Development of confidential informants in all party levels, including the national headquarters organization
  - (3) The establishment of trash and mail covers on pertinent headquarters and party functionaries
  - (4) The constant effort to develop admissible evidence against party officials for violation of Federal laws
- c. Brief to establish illegal status of Communist Party, USA
  - (1) Purpose of brief is to collect all legally admissible evidence to prove illegality of party in one file. (Bufile 100-3-74)
  - (2) Reports on brief to establish illegal status must be submitted by each office quarterly and should include only legally admissible evidence obtained during preceding three-month period. [If there is no information to report, include a statement to that effect in the cover pages of the quarterly report for the same period entitled "Communist Party, USA, Internal Security - C" (no copy needed for Bufile 100-3-74).]
  - (3) It is advisable to use the following breakdown in preparing reports:
    - (a) Origin and continuity of the party
    - (b) Pertinent statements, writings, and instructions relating to (1) Marxism-Leninism, (2) imperialism, (3) proletarian internationalism, (4) defense of USSR, (5) revolutionary statements
    - (c) Internal Security Act of 1950. Include under this heading any admissible evidence which would tend to prove a violation of section 4(a) of this act.

## 3. Investigative procedures and suggestions

This section contains detailed investigative guides for use in investigating and reporting activities of the Communist Party, USA.

- a. To accurately and clearly show the true nature of the Communist Party, USA, data concerning the following topics must be fully developed and reported. When material contains information that would be logically reported under more than one topic heading but to do so would make the separate accounts unintelligible, report all the material under the main heading and only refer to the information under the other breakdowns. Do not repeat same data under separate headings. Reports on the Communist Party, USA, as an organization must be submitted by each office quarterly and should cover activities for the preceding three-month period. All offices are required to use the following breakdown in preparing quarterly reports on the Communist Party, USA. Each subfile caption must start on a separate page.

## (1) Organization (Bureau file 100-3-69)

- (a) Security setup of district and/or state organization. Office covering district headquarters, describe the location and size of Communist Party office facilities, rent paid, and name and number of office employees. List address and/or post office box number of party headquarters.
- (b) Identify principal district officials and important functionaries, together with titles, and furnish a short resume of important activities of each during three-month period.
- (c) Names of new commissions or special committees, identity and capacity of individual members thereof. Submit resume of activities of groups under appropriate subfile captions.
- (d) Special meetings embracing only organizational matters. Other pertinent matters discussed at meetings concerning policy or strategy to be submitted under appropriate subfile captions.
- (e) Extend this outline as far as necessary for clarity and to meet needs of office under this or any succeeding subsection. Auxiliary offices submit pertinent data concerning above matters which do not normally come to attention of office covering district headquarters.

## (2) Membership (Bureau file 100-3-68)

- (a) Quarterly reports are not to contain any membership statistics. Cover pages accompanying each quarterly report must contain latest available statistics relating to total number of Communist Party members in the district. Membership data must start on a separate cover page, [which page(s) must be devoted exclusively to such data.] Office of origin, which is office covering Communist Party district headquarters, should submit following figures:
  - I. For entire Communist Party district
  - II. For individual states covered by Communist Party district
  - III. For number of Communist Party members in area covered by field office

Auxiliary offices should submit following membership figures to the Bureau and office of origin:

- I. For state or portion of state covered by that field office
- II. For number of Communist Party members in the area covered by that field office

[The total number of Communist Party members in the area covered by field office, either origin or auxiliary, should be broken down as to the total number of Negroes in the overall numerical strength of the Communist Party, USA, in the



field office territory, the name and title of each Negro included in this total who maintains a national level position, and the name and title of each Negro included in this total who maintains a district level position above the status of "club chairman." Members of the Communist Party, USA, who are now carried as unidentified but who are known to be members of the Negro race should be included in the total number of Negroes.]

When possible, totals should be broken down as to nationality, sex, employment, veterans, and membership in unions. Auxiliary offices which, due to lack of Communist Party activity in their divisions, have been authorized to submit data by quarterly letter should include membership figures in these letters to the Bureau and office of origin. These letters to be submitted by auxiliary offices prior to first day of month in which quarterly report is due. Office of origin responsible to obtain complete figures from its auxiliary offices.

- (b) In preparing estimates, best available informants and sources must be used. Include in cover pages of quarterly reports evaluation of degree of reliability of figures furnished by each source and of final figures submitted. Also include in cover pages total number of individuals positively identified as Communist Party members and total number of individuals tentatively identified as party members within the twelve-month period immediately preceding the submission of the quarterly report. In reporting membership figures, information from one source only is not acceptable unless facts are set forth demonstrating information from this source is the most accurate and most reliable information available.
- (c) Explain in detail any increase or decrease in membership figures previously submitted. Where informants use such terms as "inactive" or "paper" members, their exact understanding of the meaning of the terms used and the number of individuals so described must be clearly explained. Full explanation must be made as to whether individuals so described are included in final membership figures submitted, together with reason for their inclusion or exclusion.
- (d) Results of membership recruiting drives
- (e) Make discreet efforts to ascertain results of annual national registration drives.
- (3) Funds (Bureau file 100-3-63)
  - (a) Income and expenditures
  - (b) Plans and results of fund drives including:
    - I. Total amount sought by the state Communist Party organization
    - II. Specific amount to be contributed by the state organization to the national committee fund drive
    - III. Specific amount to be contributed by the state organization to "The Worker" fund drive
    - IV. Specific amount to be retained by the state organization after contributing to the national committee and "The Worker" fund drives for use in the state organization's own operations
  - (c) Large contributions by known party groups or front organizations
  - (d) Identity of any new party "angels"
  - (e) Distribution of funds not sent to Communist Party headquarters, such as funds in safe-deposit boxes, separate bank accounts, etc.
  - (f) Any special padding of expense accounts by Communist Party functionaries should be reported.

- (g) Possible violations of state or Federal tax laws.
- (h) Disbursements and collections of the "Reserve Fund"
- (i) Receipt of any money from abroad
- (4) Security measures (Bureau file 100-3-84)  
Any activities on the part of the security commission of the district which bring about new or unusual security measures, such as reducing clubs to "group captain systems," destruction of records, use of codes, clandestine meetings, investigations by the party of party members, etc.
- (5) Underground operations (Bureau file 100-3-94)  
Pertinent general information suitable for dissemination relating to underground operations of Communist Party. No information should be included in quarterly reports which would jeopardize informants or special investigative techniques. Current investigations relating to expanded underground operations during period 1951-1955 should be submitted by separate letter under individual case caption and should not be included in quarterly reports except for general information relating to methods of operation.
- (6) Factionalism (Bureau file 100-3-88)
  - (a) Submit pertinent information reflecting that any ranking Communist Party members or group of members have developed views as "left-wing sectarianists" or "right-wing opportunists" inasmuch as the party has a policy of expelling members who develop such views.
  - (b) Unusual disputes or arguments between leading communists in any district should be included in this section.
- (7) International relations (Bureau file 100-3-81)
  - (a) Information relating to communication or contact between Communist Party, USA, and communist parties of other countries
  - (b) Identities of Communist Party officials who plan to travel in foreign countries, including the reason for their travel
  - (c) Reaction of responsible Communist Party officials to events taking place in foreign countries
  - (d) Communist Party strategy and tactics directed to attacks on U. S. foreign policy and support of U. S. S. R. and satellite foreign policy.
- (8) United Nations (Bureau file 100-3-80)
  - (a) Communist Party policy or pertinent information in connection with the United Nations, including such matters as infiltration of the United Nations, contacts by Communist Party officials with representatives to the United Nations
  - (b) Communist Party strategy and tactics directed toward attacking U. S. policy and/or to support U. S. S. R. or satellite policy in the United Nations
- (9) Colonial matters (Bureau file 100-3-77)  
Communist Party policy relating to colonial or semicolonial areas. While much of the information relating to this section will be submitted under "International Relations," this section covers special policy matters concerning colonial affairs, such as Communist Party policy relative to obtaining of independence by colonial people.

- (10) Political activities (Bureau file 100-3-72)
- (a) Political activities in which party is engaged, including names and identities of party member candidates or party-sponsored candidates for public office
  - (b) Details relating to party sponsorship of third party movements
- (11) Legislative activities (Bureau file 100-3-70)
- (a) Activities of the Communist Party and/or its members in connection with legislation or proposed legislation which affects status of the party or activities of the party and its members
  - (b) Activities of the Communist Party and or its members in connection with legislation which does not directly affect the party or its members but which party deems expedient to promote so it may appear to be closely aligned or in favor of a worthy cause
- (12) Domestic administration issues (Bureau file 100-3-83)
- (a) Communist Party activities with relation to domestic administration issues, such as antilynching laws, poll tax, etc. Only the over-all policy of the party in these matters should be included in quarterly reports.
- (13) Negro question[- communist influence in racial matters](Bureau file[100-3-116])
- Communist Party policy and activities of a significant character directed to exploitation of the Negro and his problems. [Particularly, include communist activities in connection with racial matters.] Activities of Negro front organizations should be submitted under appropriate front organization caption and should not be included in Communist Party quarterly reports.
- (14) Youth matters (Bureau file 100-3-76)
- Over-all policy and activities of the Communist Party youth commissions relative to infiltration of youth groups and exploitation of youth. Youth front activities should be submitted under appropriate front organization caption and should not be included in Communist Party quarterly reports.
- (15) Women's matters (Bureau file 100-3-78)
- Pertinent Communist Party over-all policy and activities of the women's commission relating to the infiltration of women's groups, exploitation of women
- (16) Farmer's matters (Bureau file 100-3-79)
- Pertinent Communist Party over-all policy and activities of the farm commission relative to the infiltration of farmer groups, exploitation of farmers, etc.
- (17) Cultural activities (Bureau file 100-3-90)
- The cultural commissions are, for the most part, composed of secret members of the party. These commissions propagate the cultural activities of the Communist Party which are displayed primarily through communist front organizations, as well as the carrying out of the Communist Party line in the fields of radio, publishing, education, science, and

arts. Individual members of the cultural sections have close ties in many instances with suspected international communist representatives. The following of this phase of the Communist Party movement is most important to develop the full and complete picture of Communist Party activities.

- (18) Veteran's matters (Bureau file 100-3-73)  
Communist Party policy and activities of a significant character directed toward the exploiting of veterans and their problems
- (19) National group commissions (Bureau file 100-3-91)
  - (a) Activity on the part of various Communist Party national group commissions, including identities of leaders and members of the commissions
  - (b) Special Communist Party policies relating to infiltration of minority groups
- (20) Religion (Bureau file 100-3-82)
  - (a) Communist Party policy relating to its approach to religion or to penetration of established religious groups
  - (b) Any particular vehement statements made against religious bodies by ranking communists
- (21) Pamphlets and publications (Bureau file 100-3-86)
  - (a) Changes in the field division with respect to establishment of new bookstores, increased distribution of party literature, publication of Communist Party literature and pamphlets, and other pertinent information relating to preparation and dissemination of Communist Party literature
  - (b) Forward to Bureau by letter any important Communist Party publications published within a field division. Mention the publication in quarterly report, but do not describe in detail in the report.
- (22) Education (Bureau file 100-3-71)
  - (a) Statements or class material which advocates overthrow of the U. S. Government by force and violence
  - (b) Pertinent evidence and information relating to educational programs of the party. The following are deemed of utmost importance:
    - I. Instructions from national and/or district headquarters relative to the education of both new and experienced members
    - II. Courses or curricula given, together with any educational outlines and assigned or suggested reading. (There should be no long quotations in reports and any exhibits or enclosures should be forwarded to Bureau by separate letter.)
    - III. Important statements and remarks by instructors who should in turn be sufficiently identified so as to establish their status as duly designated or qualified party instructors
    - IV. Succinct digest of notes or memoranda of informants who attend the classes or schools. (Copies of the actual notes or memoranda should be submitted promptly by separate letter.)
    - V. Identities, if available, of members receiving instructions. Concentrate on having confidential informants

When the subject of such an investigation is presently in the security index, a letter must be directed to the Bureau at the time the report is submitted advising that the subject is in the security index.

Information of interest to FBI and/or AEC obtained subsequent to completion of Atomic Energy Act - applicant investigations concerning AEC employees or persons having access to restricted data should be handled according to instructions in section 20, volume II, of this manual.

f. [Submission of and general rules concerning security reports]

(1) General

[Submission of summary reports should not be delayed for the purpose of conducting current investigation in previously closed cases, but appropriate leads should be set out.]

Cases of all security index subjects must be reopened or placed in a pending status for the purpose of preparing investigative reports in accordance with the schedule outlined in 87D 7f (8).

Office indices and any material channelized to the case file since the most recent report should be reviewed and the case brought up to date by appropriate investigation to determine subject's current activities.

Each time that a case is reopened and brought up to date, it should be critically analyzed in the light of the security index criteria set out in 87D 7b (3) herein. This procedure must be followed on a continuing basis for each security index subject.

(2)

Origin

The office of origin will be that office covering the territory wherein the subject's subversive activities occur. In most instances this will also be the office in which territory the subject resides and is employed. In those cases in which the subject's subversive activities take place in the territory of an office other than the office covering the place of residence and/or employment, the office of origin shall be that office which can best cover the subversive activities of the subject.

(3)

Deleted

(4)

Classification

- (a) 100 - for individuals affiliated with the basic revolutionary and front organizations of Marxian ideology and members of the Nation of Islam
- (b) 105 - for members of Puerto Rican nationalist groups or others having nationalistic tendencies of a non-Marxist character

(5) Title

Only one subject shall be carried in the title of each report. Separate reports must be submitted for each subject regardless of their relationship; i.e., husband and wife, father and son, etc.

(6) Character

- (a) Key figures and top functionaries  
Internal Security - followed by the letters designating the organizational affiliation or nationalistic tendencies.  
Examples:

Internal Security - C  
Internal Security - SWP

(b) Others

Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.  
Examples:

Security Matter - C  
Security Matter - SWP  
Security Matter - X (native fascist)  
Security Matter - M (miscellaneous)

When a subject is deleted as a key figure, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a key figure, the first report after the designation and all subsequent reports shall bear the internal security character. In any event, if subject is employed in a defense facility, so designated by the Secretary of Defense pursuant to section 5 of the Internal Security Act of 1950, as amended, add the additional character "Internal Security Act of 1950" if the organizational activity of the subject is of a communist nature.

(7) Deleted

(8) Status

All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:

(a) Top functionaries

I. Pending inactive

- (A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

(b) Key figures

I. Pending inactive

- (A) Reports are to be submitted semiannually. Forty-five days prior to the date a semiannual report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

(c) Deleted

## (d) Other security index subjects

## I. Closed

- (A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of an annual investigative report. [If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter to the Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed.] The cases shall be opened and assigned 45 days prior to the date the annual report is due. Such cases shall also be opened and assigned six months after submission of the annual report to accomplish verification of addresses. Upon such verification, the cases should be closed administratively.

## (e) Cases of subjects recommended for security index

## I. Pending inactive

- (A) If all active investigation completed at the time FD-122 forwarded to Bureau  
(B) Lead to follow Bureau for security index card should be set forth.

## II. Closed

- (A) Upon receipt of security index card from Bureau  
(B) Thereafter follow by administrative tickler for investigative report as in (d) above.

## (f) Subjects not in security index who are not to be included therein

## I. Closed

- (A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

## (9) Content

- (a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.

## I. Background

- (A) Birth date  
(B) Citizenship status  
(C) Education  
(D) Marital status  
(E) Military service record (domestic or foreign, including type of discharge, citations, etc.)  
(F) Identification record  
(G) Employment  
(H) Residence  
(I) Status of health (if known)

## II. Connections with Communist Party (or other basic revolutionary groups and/or front organizations)

- (A) Information concerning admission to revolutionary group including sponsors, etc.  
(B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified



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Communist Party members, review of field office files, pretext interviews, surveillances, Special Agents attending mass meetings, etc.

4. Internal Security Act of 1950

To insure successful proceedings against a communist front organization under this act, a preponderance of admissible evidence must be secured to [show] extent to which

- a. Persons active in management, direction, or supervision of an organization are active in management, direction, or supervision, or as representatives, of
- b. Its support, financial or otherwise, is derived from
- c. Its funds, resources, or personnel are used to further or promote objectives of
- d. Positions taken or advanced by it from time to time do not deviate from those of

Any communist-action organization, communist foreign government, or the world communist movement.

5. Panel sources

a. Purpose

To develop potential witnesses who will be willing to obtain and introduce legally admissible evidence re subversive nature of organizations in future prosecutive action.

b. Program

- (1) Since Special Agent and active security informant testimony is undesirable, field should recruit panel of potential witnesses locally. Some may be found among American Legion contacts, plant informants, former and exposed security informants, etc.
- (2) Panel members should attend public rallies and meetings, as well as obtain literature of organizations they are covering.
- (3) To aid panelists, exhibit photographs of individuals they will most likely encounter at front organization functions.
- (4) Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, the same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded to that received from security informants. (See section 107, volume IV, of this manual.)
- (5) Legitimate expenses incurred by panel members should be reimbursed in same manner as security informants.
- (6) Eliminate inactive, ineffective, or unsatisfactory panelists on a continuing basis. At time of submission of semiannual letter, office panel should be reviewed to make certain all such panelists have been removed.
- (7) Identities of panelists should be concealed.

c. Administrative handling

- (1) Check prospective panelists through office indices, local police department, credit records, and established informants. If no undesirable information is developed, initial contact may be made with panelist to ascertain cooperativeness.
- (2) Submit names of cooperative panelists to Bureau by letter outlining complete background and recommendation as to inclusion in office panel. [One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When approving the field's recommendation, this single-page copy will be stamped "Approved" by Bureau and will be returned.] Be certain such individuals are not plants and will consider relationship with Bureau in confidence.



- (3) Open 134 file when active investigation of prospective panelist is initiated. When preliminary investigation completed and Bureau has approved panelist, close file administratively if panelist is not contacted regularly.

Regular contacts with panelists should be noted in their respective files.

- (4) Only Agents designated should handle panelists.  
 (5) Every four months submit letter of justification to Bureau requesting continuation of payments to panel source. See section 107N, 3b, volume IV, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.

[Gifts should not be given to sources since such actions might be misconstrued.]

- (6) Summary letter captioned "Panel Source Program" (Bufile 134-1113) to be prepared and submitted to Bureau March 25 and September 25 each year. Use following topical outline:

- (a) Status of program  
 Include progress in panel development. Show total number of new panelists developed and total number of panelists discontinued during six months' period.  
 (b) Total number panel sources active  
 (c) Names of organizations covered  
 (d) Number and identities of panelists redesignated to informant or potential informant status since institution of panel program

d. Suggestion

Designate, where practicable, coordinating Agent to maintain roster of current panel members and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and communist publications; e.g., "The Worker."

6. Classification - 100

7. Character - Internal Security - letters for organizational activity or nationalistic tendency; e.g., (C), (SWP), (Miscellaneous), etc.

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locate subjects are not to be submitted. The Bureau will closely follow investigative action to locate missing security index subjects.

- II. If you receive indications that the subject went to Mexico or Canada, request the Bureau to alert other appropriate Government agencies to this possibility and to determine any available verifying information through liaison channels.
- III. If the subject is reported to have gone to any other foreign country, the Washington Field Office should be requested to check the records of the Passport Office of the State Department for verification.
- IV. When all logical leads have been exhausted in the case of a missing important functionary, consideration should be given to circularizing all field offices with the subject's photograph and background information for the purpose of alerting the entire field to the identity of the subject. Bureau authority must be obtained before circularization is made. In seeking Bureau authority, advise the Bureau as to the position held by the subject and what efforts have already been made to locate him.

If this procedure is to be effective, its application must necessarily be restrictive in the number of subjects to which it is applied. Therefore, requests to circularize must be made only after every possible lead has been exhausted and then only in the cases of the most important missing functionaries.

- (4) Individuals traveling abroad (Also consider section 105G, volume IV, of this manual.)

When information is received indicating that

- a subject of a current or past security investigation,
- a past member of a basic revolutionary organization,
- a member since July, 1950, of an organization designated pursuant to Executive Order 10450,
- a member since July, 1950, of an organization declared subversive by the House Committee on Un-American Activities or other legislative committees, or
- a member since July, 1950, of an organization described by reliable informants or sources as being dominated or controlled by one of the basic revolutionary organizations

intends to travel abroad or has already departed this country for foreign travel, take the following action:

- (a) Immediately advise the Bureau [by letterhead memorandum] setting forth complete available details concerning the foreign travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, the exact name under which the passport was issued, the number of the passport, and the office issuing the passport, if known. [Include in the letterhead memorandum a full description of the subject, including all aliases, and in the case of Chinese and Korean subjects CTC numbers, as well as a concise resume of available subversive data regarding the subject.] Do not delay [in] advising the Bureau of the actual or intended travel while developing [the details of the travel] as time is of the essence in this matter.
- (b) Set out a lead for the Washington Field Office for a check of the records of the Passport Office, Department of State; however, do not limit efforts to develop above information to a check of such records.

- In addition, appropriate offices should submit a letter to the Bureau under the organization caption listing the names of those individuals residing within their territory who are traveling with the tour group and on whom no subversive information is found.

- (f) Advise the Bureau promptly in form suitable for dissemination of a subject's return from travel abroad in those instances in which stops have been placed with security services abroad through the agencies listed above. In instances in which an individual against whom stops have been placed has traveled to any country behind the Iron Curtain, the Bureau shall also be furnished at that time with recommendations as to the desirability of interview of such person and with advice as to whether additional investigation concerning him is contemplated. In the event such an interview is authorized, it shall be conducted promptly and the case shall not be closed until such interview is had and the results thereof submitted in report form.
- (g) In some instances a security investigation of a subject not yet included in the security index may be in progress at the time it is found that the subject has recently departed for a foreign country. If the evidence developed at that time warrants the inclusion of the subject in the security index were it not for the fact that he is outside the U. S., form FD-122 should be submitted recommending his inclusion in the unavailable section of the security index. After all initial investigation is completed, the subject's case will be handled the same as those of other subjects of a similar status who are included in the unavailable section as out of the country.

If the subject is an alien who has been deported or has otherwise permanently departed from the U. S., he should not be included in the security index.

When it is determined that a security index subject has departed for a foreign country, his security index card shall be placed in the unavailable section and his case handled in accordance with the instructions set forth under 87D 7b (6) (b) IV.

(5) Investigative techniques

While it is not possible to enumerate all investigative techniques which can and should be employed in these investigations, there are certain proven techniques which have been used with continued success and should be applied wherever possible.

(a) File reviews

Upon the initiation of a security investigation of an individual, check the office indices and review files thoroughly for any pertinent information on record showing background and subversive activity of each individual subject. Include such information in the initial investigative report.

Once a main security file has been opened for an individual, subsequent information received concerning him should be channelized to that file. The reference cards pertaining to the subject should be consolidated in the indices after each check and review of files has been made.

(b) Security informants

Success of security investigations of individuals is primarily dependent upon a broad confidential informant coverage within every phase of subversive activity. Information and evidence developed through such sources are unsurpassed in value because of possible use not only for intelligence purposes but also as admissible evidence.

## VII. Maintenance of key figure list

- (A) Each office must maintain current list of key figures including top functionaries. List may be kept by simple list system, by maintaining a file wherein all additions and deletions to the list are reported, or by a card index system. Maintain key figure list separate from security index.
- (B) Key figures should retain their designation notwithstanding their departure for foreign travel or other circumstances requiring temporary discontinuance of investigation.
- (C) Should a key figure become subject of a security of Government employees investigation, his name should continue to appear on the key figure list, but the investigation shall proceed in accordance with existing instructions governing SGE cases.

## VIII. [Deleted]

## (3) Top functionaries

## (a) Definition

A top functionary is an individual, either a member or a nonmember of the Communist Party, to whom, because of his importance, it is necessary to give continuous investigative attention in order to keep abreast of communism on a national basis in the U. S. Necessarily, such an individual would be on a high policy level in the movement.

The term "top functionary" is not to be construed as requiring that individuals in this category must actually hold official positions in party organizations but shall be given a broad enough construction to include others who are of equal importance because of their influence in the movement itself, or their position and activities outside the party in labor, front, or similar organizations or movements.

## (b) Manner of designation

Prior Bureau authority necessary to designate a subject as a top functionary. Submit such recommendation to Bureau by letter containing reasons for the recommendation. Bureau desires to be very selective in this matter and to concentrate on individuals who, on a national basis, are the guiding hands in the communist movement.

At the seat of Government a careful appraisal will be made of the field's recommendation, following which the office will be advised concerning the Bureau's decision on the recommendation.

(c) Regulations governing top functionaries

I. Regulations set forth under (2) (b) above pertaining to key figures relative to photographs, handwriting specimens, security index cards, change of office of origin, detcom tabbing, character of reports, and inclusion in the key figure list apply to individuals designated as top functionaries.

II. Reports

Submit reports on top functionaries quarterly. Make status pending-inactive if there are no outstanding leads for active investigation.

e. Correlation of other investigations with the security index and reserve index

Individuals investigated by the Bureau under any character against whom subversive information is developed must be constantly borne in mind for inclusion in the security index and/or reserve index.

(1) Espionage and foreign intelligence investigations

Subjects of these investigations must be included in the security index and/or the reserve index if they meet the standards for inclusion therein. It is the responsibility of the investigating Agent and field supervising official to make appropriate recommendations for preparation of the security index card and/or the reserve index card, whenever appropriate.

(2) Security of Government employees (SGE) investigations

Subjects of all SGE investigations against whom subversive derogatory information has been developed must be considered for inclusion in the security index and/or reserve index.

The Agent conducting investigation in the office covering the subject's residence must refer such cases to the field supervisor in charge of the security index program for appropriate handling. Copies of reports showing disloyal information must be submitted to the field office covering the subject's residence, when developed by any other office.

When an individual who has previously been investigated under the SGE character is the subject of a security index card and is still employed by the Federal Government or is being considered for Federal employment, the dual character of "Security of Government Employees" and the character of the subject's security case should be used in the report being submitted. This will insure that the reports are referred to the appropriate desks for supervision at the Bureau, as well as in the field. These reports should be written according to the standards prevailing for SGE reports.

Disseminate these dual character reports the same as any other security report. Representatives of other intelligence agencies requesting reports showing the actual SGE investigation should be informed to direct the request to their Washington headquarters for referral to the Bureau.

(3) Atomic Energy Act, [U. S. Information Agency] applicant, departmental applicant, Bureau applicant, and other Bureau investigations

Subjects of all above investigations against whom subversive information has been developed must be considered for inclusion in the security index and/or the reserve index. In each such case the Agent conducting the investigation in the office covering the subject's residence must refer the matter to the field supervisor in charge of the security index program for appropriate handling.

Copies of reports showing disloyal information must be submitted to the office covering the subject's residence, whenever developed by another office.



of the source, date of activity, date received, and name of the Agent receiving the information are known, it is not necessary to request the office originally obtaining the information to document it further by furnishing information showing the location of the original in the office files. If all documentation, except the latter item, is not in the possession of the office preparing the report, it should be obtained.

V. If it is found desirable to include in a report the identities of individuals who are known communists and have been associates of the subject to lend weight to evidence of the subject's potential dangerousness, only the source of the information showing the associate to be a communist need be identified.

VI. In a very limited number of instances it may be necessary to obtain a thumbnail sketch or characterization of an individual or organization from another office or the Bureau. When such information is received in your office, it should be placed in thumbnail sketch files so that it will be available to and can be readily located by Agents having future need for it, thereby eliminating repeated requests of another office for the same information.

g. Channelizing memoranda - destruction of  
Channelizing memoranda in organizational and individual security case files may be destroyed following submission of reports in these cases.

[Copies of informant's statements designated for the 100 classification case files of informants may be destroyed when one year old on an annual basis.]

In destroying these [communications,] be guided by instructions for destruction of channelizing memoranda as set out in Manual of Rules and Regulations.

8. Dissemination of data developed in security investigations  
The proper utilization of information received by the Bureau is foremost among our responsibilities as an investigative agency. It is the Bureau's duty to keep the proper intelligence agencies informed concerning information of interest to them. Further, information which comes to the attention of the Bureau in connection with the conduct of investigations normally and regularly within the jurisdiction of the Bureau, which information is believed to be of interest to another agency within the executive branch of the Government, should be forwarded to the interested agency unless there are good and compelling reasons not to do so. This is in line with the Delimitations Agreement and Presidential directives which provide for the dissemination to other agencies of information relating to espionage, sabotage, subversive activities, and related matters where the specific agency has a present or potential interest in the information.

Set out hereafter is a summarization of existing Bureau requirements regarding dissemination of security information developed on individuals during the course of regular investigations in the security field. It

should be apparent that all conceivable situations cannot be anticipated. For that reason, the data below should be considered as pertaining to representative situations which occur frequently enough to warrant specific treatment. The basic rule to follow is, of course, that security information must be furnished promptly to interested agencies in the executive branch of the Government and that the term "interested agency" must be interpreted in the light of reason and common sense. Any unusual situations should be brought to the attention of the Bureau promptly for consideration and disposition.

Considerations affecting the national defense in Alaska, Hawaii, and Puerto Rico necessitate that the broadest possible construction be given to the existing requirements of dissemination to the intelligence services located in those areas. The Anchorage, Honolulu, and San Juan Offices should adhere to such policy and effect such dissemination as to discharge fully our responsibilities as laid down in Bureau instructions, together with practices which have been dictated by circumstances within those particular offices.

The material set out below must be read in conjunction with the Manual of Rules and Regulations, [part II,] section 5, which discusses the Bureau's over-all responsibilities in dissemination, together with existing policies, qualifications, and exceptions.

a. Data developed concerning subjects of security investigations and other persons coming within investigative jurisdiction of the Bureau

(1) Aliens and naturalized citizens

Information concerning aliens and naturalized citizens which might have a bearing on the deportation or denaturalization of such individuals should in all instances be forwarded to the Immigration and Naturalization Service. Refer to the Manual of Rules and Regulations, [part II,] section 5. If any doubt exists, the matter should in all instances be resolved in favor of dissemination.

(2) Employees of or persons having regular access to key facilities or employees of plants having contracts with the military services

Dissemination in these cases is treated specifically in section 87D 7c (4) of this manual.

(3) Employees of public utilities (including state and municipal facilities) which are not on the key facilities list or otherwise falling into the category defined in (2) above, and facilities which are or may become engaged in the manufacture of materials vital to the national defense

Dissemination should be made locally to G-2 and, in addition, to other intelligence services if their interest is apparent in individual cases or in specific facilities.

(4) Individuals on inactive duty but who are members of or hold commissions in the reserve branches or National Guard

Dissemination should be made locally to the appropriate military intelligence service. Dissemination to headquarters of the appropriate services will be made at SOG.

(5) Seamen and subjects employed in the maritime industry, including longshoremen and other water-front employees

Dissemination should be made to the Coast Guard on a local level and, when circumstances dictate, to other intelligence agencies, including ONI, which have an interest in the data reported. Appropriate dissemination on a headquarters level will be made at SOG.

(6) Employees of the Federal Government within the purview of Executive Order 10450

No dissemination of the reports in security of Government employees cases may be made in the field. If, however, subject is employed

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## (10) [Communist infiltration of mass organizations program]

[(a)] Submit semiannual letters March 1 and September 1 under caption[of above program,]Bufile 100-3-106, using following topical outline and headings:

## I. [Information]concerning Communist Party program

[Furnish summary of information]received concerning [over-all]Communist Party program to infiltrate mass organizations, nationally and locally; steps taken to carry out program;[identity specific groups which are targets for infiltration or which have been infiltrated by party members;]and success being achieved by party.

## II. Organizations concerning which[information]previously submitted

Only list names and Bureau file numbers[concerning]those [cases wherein, since submission of last semiannual letter, letters using the five-point outline set out under item (4) above were furnished to Bureau. Do not list those cases which were under investigation by Bureau authority at time of submission of last semiannual letter.]

## III. Organizations concerning which[information]being submitted[for first time]with instant letter

[Only]list names and Bureau file numbers (if known) of those organizations concerning which[information] has not previously been furnished Bureau but which is being furnished, together with recommendations regarding future investigations, for first time with instant letter. Submit information, using five-point outline as set out under item (4) above, as enclosure to letter.] Submit separate enclosure on each organization listed in this category. Furnish two copies of each enclosure and sufficient copies of cover letter in order that[one]copy[each]of semiannual letter and enclosure can be placed in Bureau file on organization. This will eliminate necessity of submitting[separate] summary letter under each individual case caption. Do not use T symbols in enclosure, but set out[identities] of sources.

f. Members of law enforcement agencies are not to accompany Bureau Agents during course of security-type investigations without prior Bureau authority.

## g. Photographic surveillances

- (1) No photographic surveillances are to be conducted in communist front organization cases unless it is essential to protect Bureau's interests in internal security field by supplementing live informant coverage of a particular meeting with such a surveillance.
- (2) Request Bureau authority to institute such a surveillance and outline manner in which it will be conducted and supervision which will be afforded it.
- (3) No such surveillances should be instituted without specific Bureau authority.

3. Investigative procedures and suggestions re communist front organizations To accurately and clearly show true nature of communist front groups, data concerning the following topics, where applicable, should be fully developed and reported on:
- a. Origin and scope
    - Date of formation. Circumstances under which founded.
    - Determine who in Communist Party instructed organization be set up; whether decision to set up group made at meeting of party functionaries and, if so, identify functionaries present; identity of individual or individuals responsible for organizing group.
    - Identify all known chapters, if any, and location thereof.
  - b. Whether incorporated
    - Many organizations are incorporated requiring filing of incorporation papers with appropriate state officials.
  - c. Aims and purposes
  - d. Location of headquarters
  - e. Officers
    - List principal officers, board of directors, etc., and appropriate characterization of each showing communist affiliation.
  - f. Membership
    - Ascertain estimated membership. Whenever possible, secure membership lists, mailing lists, or other records reflecting affiliation with organization. Usually obtainable through informant coverage or utilization of various investigative techniques. Secure accurate description of all lists to make sure there is no confusion as to the exact identity or significance of list being reported on.
  - g. Official organ, if any, and other literature
    - (1). May be obtained through confidential mailbox, panel sources, and confidential informants
    - (2) All such literature should be appropriately identified.
    - (3) At least one copy of each pertinent piece of literature should be promptly furnished to Bureau.
  - h. General activities
  - i. Finances
    - Special efforts must be made to locate and monitor bank accounts of organizations. Location of bank accounts frequently obtainable through confidential informants, credit records, public utility records, records of rental agent, and monitoring of other organizations' bank accounts.
  - j. Support given to Communist Party
    - Preponderance of evidence should be developed reflecting support, financial or otherwise, given by the organization to the Communist Party.
  - k. Support received from Communist Party
    - Preponderance of evidence should be developed reflecting support, financial or otherwise, received by the organization from the Communist Party.
  - l. Implementation of Communist Party line
    - Can usually be shown through comparison of programs and literature of organization with those of Communist Party during any particular period.

Data concerning above topics can usually be secured through the following sources: confidential informants, incorporation records, bank records, literature and publications of organization, newspapers, public meetings and rallies, confidential investigative techniques, various types of public records, panel sources, confidential sources and other sources of information, interviews with past or present

## d. Other Marxist Revolutionary groups

A long-established group which would come under this category is the Proletarian Party of America, a relatively small organization.

There also are a few small groups composed of ex-members of the Communist Party, USA, who have voluntarily left the party or who have been expelled, usually for factionalism.

## e. General

Communist investigations must be conducted in a most discreet and thorough manner at all times. Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority. Bureau employees should not discuss communist or related investigations with any unauthorized individual. The subject of communism is not to be used in speeches of Bureau employees without specific authorization. However, there is considerable mimeographed material in each office, including speeches, testimony, and magazine articles prepared by the Director which could be furnished outside individuals interested in the subject of communism without any discussion.

## 2. Purposes of investigation

- a. The investigation of the Communist Party, USA, and other similar-type organizations is of twofold purpose: (1) to obtain legally admissible evidence against these organizations for prosecution under existing Federal statutes set out above and (2) to follow closely the activities of these organizations from an intelligence viewpoint to have a day-to-day appraisal of the strength, dangerousness, and activities of these organizations seeking the overthrow of the U. S. Government.

- b. Suggestions for proper coverage of the investigation of the Communist Party as an organization and similar organizations should include:

- (1) The assignment of sufficient Agent personnel to insure that all of the important ramifications of party activities are properly covered
- (2) Development of confidential informants in all party levels, including the national headquarters organization
- (3) The establishment of trash and mail covers on pertinent headquarters and party functionaries
- (4) The constant effort to develop admissible evidence against party officials for violation of Federal laws

- c. Brief to establish illegal status of Communist Party, USA

- (1) Purpose of brief is to collect all legally admissible evidence to prove illegality of party in one file. (Bufile 100-3-74)
- (2) Reports on brief to establish illegal status must be submitted by each office quarterly and should include only legally admissible evidence obtained during preceding three-month period. [If there is no information to report, include a statement to that effect in the cover pages of the quarterly report for the same period entitled "Communist Party, USA, Internal Security - C" (no copy needed for Bufile 100-3-74).]

- (3) It is advisable to use the following breakdown in preparing reports:

- (a) Origin and continuity of the party
- (b) Pertinent statements, writings, and instructions relating to (1) Marxism-Leninism, (2) imperialism, (3) proletarian internationalism, (4) defense of USSR, (5) revolutionary statements
- (c) Internal Security Act of 1950. Include under this heading any admissible evidence which would tend to prove a violation of section 4(a) of this act.

## 3. Investigative procedures and suggestions

This section contains detailed investigative guides for use in investigating and reporting activities of the Communist Party, USA.

- a. To accurately and clearly show the true nature of the Communist Party, USA, data concerning the following topics must be fully developed and reported. [When material contains information that would be logically reported under more than one topic heading but to do so would make the separate accounts unintelligible, report all the material under the main heading and only refer to the information under the other breakdowns. Do not repeat same data under separate headings.] Reports on the Communist Party, USA, as an organization must be submitted by each office quarterly and should cover activities for the preceding three-month period. All offices are required to use the following breakdown in preparing quarterly reports on the Communist Party, USA. Each subfile caption must start on a separate page.

## (1) Organization (Bureau file 100-3-69)

- (a) Security setup of district and/or state organization. Office covering district headquarters, describe the location and size of Communist Party office facilities, rent paid, and name and number of office employees. [List address and/or post office box number of party headquarters.]
- (b) [Identify] principal district officials and important functionaries, together with [titles, and furnish a] short resume of important activities of each during three-month period.
- (c) Names of new commissions or special committees, identity and capacity of individual members thereof. Submit resume of activities of groups under appropriate subfile captions.
- (d) Special meetings embracing only organizational matters. Other pertinent matters discussed at meetings concerning policy or strategy to be submitted under appropriate subfile captions.
- (e) Extend this outline as far as necessary for clarity and to meet needs of office under this or any succeeding subsection. Auxiliary offices submit pertinent data concerning above matters which do not normally come to attention of office covering district headquarters.

## (2) Membership (Bureau file 100-3-68)

- (a) Quarterly reports are not to contain any membership statistics. Cover pages accompanying each quarterly report must contain latest available statistics relating to total number of Communist Party members in the district. Membership data must start on a separate cover page. Office of origin, which is office covering Communist Party district headquarters, should submit following figures:
  - I. For entire Communist Party district
  - II. For individual states covered by Communist Party district
  - III. For number of Communist Party members in area covered by field office

Auxiliary offices should submit following membership figures to the Bureau and office of origin:

- I. For state or portion of state covered by that field office
- II. For number of Communist Party members in the area covered by that field office

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If a question of law arises as to existence of violation, advise Bureau and hold investigation in abeyance until opinion is obtained from Department. Where the materiality of the denial or omission indicates a full investigation is not warranted, a limited investigation may be conducted; e.g., where denial of past International Workers Order (IWO) membership made and files show membership in IWO but no participation in its activities. However, the Department has advised it is unable to adopt any fixed policy as to whether prosecution is warranted in any particular category of cases of this type and desires to review and consider each case individually. Therefore, the basic facts concerning the execution and filing of the document and the subversive activity denied should be submitted in report form for presentation to the Department, even though the basis for the concealment or fraudulent statement does not appear to be material.

Investigate and report criminal fraud violation (such as concealment of arrests) arising during security-type fraud investigation on same subject in conjunction with the investigation of the security-type fraud. Both violations will be presented to the Department by the Bureau. If, however, the security-type fraud investigation is discontinued, handle the criminal fraud separately in accordance with section 47 of this manual. Military intelligence agencies often refer cases for security investigations under Delimitations Agreement in which security-type fraud violations also involved. If the subversive information does not warrant full security investigation but does indicate a possible fraud violation, advise the interested agency the Bureau's investigation will be directed toward proving the possible violation of law and that any background investigation contemplated by it pursuant to its administrative responsibilities will not interfere with our investigation. Advise agency any pertinent information developed during our investigation will be furnished it and request it to do likewise. Thereafter, immediately initiate the security matter - fraud against the Government investigation. If the subversive information warrants full security investigation and also indicates a fraud violation, advise interested agency the Bureau is initiating a full security investigation in conjunction with investigation of the possible violation of law and results will be furnished it upon receipt. Thereafter, immediately institute such an investigation looking toward inclusion of subject on security index and proving possible violation of law. Expedite investigation where military has referred case.

If admissible evidence developed does not warrant submission of prosecutive summary report, submit results of investigation in investigative report.

- (7) Public Law 87-835, approved 10-16-62, amended the National Defense Education Act of 1958 and the National Science Foundation Act of 1950 which provide Federal funds for scholarships and fellowships. Members of organizations which have registered under the Internal Security Act of 1950 or have been ordered to register by the Subversive Activities Control Board are prohibited from applying for, using, or attempting to use a scholarship or fellowship if any part of the funds therefor is appropriated under these acts. Penalty for violation is \$10,000 fine or five years' imprisonment or both. Acts also require full disclosure of any criminal conviction since applicant's sixteenth birthday and concerning any pending criminal charges punishable by confinement over 30 days. Title 18, USC, § 1001, applies to the latter provision.

- [(8) Refer to section 87G captioned "Internal Security Act of 1950" for possible additional violations that may arise under the provisions of the Internal Security Act of 1950.]

4. Individuals to be investigated

It is not possible to formulate any hard-and-fast standards by which the dangerousness of individual members or affiliates of revolutionary organizations may be automatically measured because of manner revolutionary organizations function and great scope and variety of activities. Exercise sound judgment and discretion in evaluating importance and dangerousness of individual members or affiliates.

As a general policy, investigate the activities of any individual falling within one or more of the following categories who does not come within one of the restrictions on investigations listed under 87D, 5, below:

- a. Membership in basic revolutionary organizations subsequent to 1-1-49
- b. Espousing line of revolutionary movements
  - (1) Any individual who, since the outbreak of hostilities in Korea (6-25-50), continued to espouse the line of one or more of the above-mentioned revolutionary organizations or related groups thereby defining his or her adherence to policies opposed to best interests of the U. S.
  - (2) Espousal mentioned above encompasses a wide variety and range of activities. Membership in one or more of the basic revolutionary organizations is not a prerequisite to the institution of an investigation of an individual within this category.
  - (3) Espousal expressed by membership or active participation in subversive front groups (whether or not cited by the Attorney General) must be evaluated in each case. Consider nature and type of front organization, as well as extent of individual's activities on behalf of the front organization or in support of the basic revolutionary organization. Open investigation in every instance in which information available indicates a subject is actively engaged in the affairs of a subversive front organization in a leadership capacity or by active participation in the furtherance of the aims and purposes of the front organization.
  - (4) Do not open an investigation on mere membership alone in a front organization in the absence of allegations of active participation or leadership in the group unless information is available indicating past membership at any time in a basic revolutionary organization or sufficient other derogatory information is known.

- II. Race  
 White and Caucasian W  
 Negro N  
 Chinese C  
 Others O  
 (All others including Orientals (except Chinese),  
 American Indians, etc.)
- III. Sex  
 Male M  
 Female F
- IV. Citizenship  
 Native born NB  
 Naturalized NA  
 Alien AL  
 (If citizenship status is unknown when security  
 index card is recommended, space should be left  
 blank but status should be ascertained and sub-  
 mitted by FD-122.)
- V. Organizational affiliation or nationalistic tendency  
 Communist Party, USA COM  
 Independent Socialist League ISL  
 Socialist Workers Party SWP  
 Johnson-Forest Group JFG  
 American Socialist Clubs ASC  
 [Nationalist groups  
 advocating independence  
 for Puerto Rico PRN]  
 Proletarian Party of America PPA  
 Nation of Islam NOI  
 Bulgarian BUL  
 Cuban CUB  
 Czechoslovakian CZE  
 Hungarian HUN  
 Rumanian RUM  
 Russian RUS  
 Yugoslavian YUG
- VI. Dangerousness classification (where applicable)  
 Detcom DC
- VII. Key figure and top functionary designation (where applicable)  
 Key figure KF  
 Top functionary TF
- VIII. Special section cards  
 Atomic energy program employees AEP  
 Cuban special section CUB  
 Espionage subjects ESP  
 Foreign government employees FGE  
 Pro-Tito subjects YUG  
 United Nations employees UNE  
 U. S. Government employees GOV
- IX. Unavailable section cards  
 Missing MI  
 Out of country OC  
 Imprisoned PR
- X. Date and place of birth
- XI. Key facility geographical reference number and abbrevi-  
 ation denoting the agency having security responsibility  
 for the key facility obtained from the Department of  
 Defense Key Facilities List (where applicable)
- XII. Residence address
- XIII. Employment address and any additional data deemed  
 necessary to assist in locating a subject in an  
 emergency. Labor union affiliation, if any.
- XIV. Field office file number

## (b) Data to appear on separate attached card

- I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.
  - (A) Complete description
  - (B) Notation that security index flash notice has been submitted for posting in Identification Division
  - (C) Photograph, with date taken placed below
  - (D) Dangerous characteristics of subject, including notation if subject possesses firearms
  - (E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

## (6) Arrangement of the security index

## (a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

- III. Persons active in Communist Party underground
- IV. Any other security index subject whose activities, past or present, regardless of membership in a revolutionary organization, clearly and unmistakably depict the individual as a potential saboteur, espionage agent, or disruptionist in the event of an emergency

(c) Recommendations for and removal of detcom designation

I. Approval of SAC

Designation of each subject for detcom program or removal of any subject therefore must be personally approved by SAC, or in offices having more than 1,000 security index subjects by SAC, ASAC, or Bureau-approved security supervisor. If individual subjects being recommended for inclusion in security index are also being recommended for detcom, above-required approval by SAC may be handled in conjunction with requirements specified in 87D 7b (4).

- II. [When form FD-122 is submitted recommending either tabbing for detcom or deletion of such tabbing, attach an additional page setting out a brief summary of facts upon which the recommendation is based.]

III. [Deleted]

(d) Administrative procedures for handling detcom program

Take following action to assure that security index cards for subjects tabbed detcom for priority of apprehension will be readily available for emergency action in your office:

- I. Consider each security index case for detcom tabbing whether subject's security index card is filed in geographical, special, or unavailable sections of security index.

II. Geographical section

Divide geographical section of security index into two distinct parts.

- (A) Part I of geographical section shall include only security index cards for subjects who are tabbed detcom under instructions noted above.
- (B) Part II of geographical section shall contain security index cards for all subjects that are NOT tabbed detcom.
- (C) In offices having two separate and distinct geographical sections, i.e., geographical-employment and geographical-residence, as provided under 87D 7b (6) herein, each such geographical section must be broken into parts I and II, in line with foregoing, so that cards tabbed detcom will be separated and maintained apart from other security index cards.
- (D) No colored tabs necessary on cards of detcom subjects in geographical section.

III. Alphabetical section

- (A) One security index card for each subject is to be filed in alphabetical section in strict alphabetical order with no other breakdown whatsoever.
- (B) Affix a colored tab to each security index card designated for detcom in alphabetical section to readily identify such subjects.
- (C) Detcom tabbings approved at Bureau will be shown on security index cards forwarded to field by code letters "DC" in first line on cards and by word "DETCOM" stamped in large red letters.

- IV. Special section and unavailable section  
Security index cards of detcom subjects filed in special and unavailable sections are to be designated by affixing colored tabs.

(e) General

I. Tabbing of cards

No security index card is to contain tabs for any purpose other than to designate detcom classification under foregoing provisions with the following exception. The alphabetical security index cards on those individuals designated as "Pro-Cuban" should be tabbed with a metal tab of a color different from those used to tab detcom subjects.

II. Removal from detcom category

Careful analysis must be made of each case in which deletion from detcom category is proposed. For instance, when a key figure is being removed from such status, file review may well disclose that subject qualifies for detcom tabbing for reasons covered in 87D 7b (11) (b), above, independent of key figure status.

- c. Individuals employed in or having access to key facilities[and defense facilities]

(1) Responsibility

FBI is responsible by Presidential directive for keeping other Federal agencies advised of developments within their jurisdiction affecting plants having armed forces contracts, as well as other facilities, utilities, and critical points of transportation and communications systems which have been designated as vital to the national defense and welfare by the Department of Defense.

FBI is responsible under Delimitations Agreement for investigating employees of private contractors who have contracts with agencies of Department of Defense where credible subversive information concerning employee is obtained. Thorough investigation must be conducted and consideration for inclusion in security index given concerning any individual employed in or having access to a key facility who is alleged to have been, at any time in the past, a member of any basic revolutionary organization or against whom sufficient other subversive information is in our possession which warrants such action.

(a) Requests for investigation from another agency

When another agency requests investigation of individual employed in key facility[and/or defense facility], institute investigation immediately if basis of request so warrants. Advise Bureau of request, basis thereof, and that investigation is being conducted.

(b) Verification of key facility[or defense facility]status of place of employment

Department of Defense Key Facilities List[and Defense Facilities List](maintained in each office) must be checked for verification of information that a security investigation subject's place of employment may be included in such list.

(c) Individuals denied access to restricted information

Intelligence agencies of armed forces frequently advise that an individual has been denied clearance to work in a defense plant or to handle classified or restricted information. In some instances clearance is denied based on information furnished by Bureau. At other times, information in Bureau files is very meager or possibly negative and basis for such denial of clearance is not known. The intelligence agency is responsible for furnishing Bureau with any information involving disloyalty or subversiveness.

Office receiving notification that an individual has been denied clearance must ascertain promptly basis for such denial and obtain all pertinent data contained in file of

When the subject of such an investigation is presently in the security index, a letter must be directed to the Bureau at the time the report is submitted advising that the subject is in the security index.

Information of interest to FBI and/or AEC obtained subsequent to completion of Atomic Energy Act - applicant investigations concerning AEC employees or persons having access to restricted data should be handled according to instructions in section 20, volume II, of this manual.

[ f. [Submission of and general rules concerning security reports]  
[ (1) General

[ [Submission of summary reports should not be delayed for the  
[ purpose of conducting current investigation in previously  
[ closed cases, but appropriate leads should be set out.]



Cases of all security index subjects must be reopened or placed in a pending status for the purpose of preparing investigative reports in accordance with the schedule outlined in 87D 7f (8).

Office indices and any material channellized to the case file since the most recent report should be reviewed and the case brought up to date by appropriate investigation to determine subject's current activities.

If no subversive information is available, the fact that appropriate confidential informants have been contacted with negative results should be submitted in report form. This is necessary in order that the Department can be advised of the status of the case of each individual who is listed for apprehension in the case of an emergency.

Each time that a case is reopened and brought up to date, it should be critically analyzed in the light of the security index criteria set out in 87D 7b (3) herein. This procedure must be followed on a continuing basis for each security index subject.

(2) Origin

The office of origin will be that office covering the territory wherein the subject's subversive activities occur. In most instances this will also be the office in which territory the subject resides and is employed. In those cases in which the subject's subversive activities take place in the territory of an office other than the office covering the place of residence and/or employment, the office of origin shall be that office which can best cover the subversive activities of the subject.

(3) Deleted

(4) Classification

- (a) 100 - for individuals affiliated with the basic revolutionary and front organizations of Marxian ideology and members of the Nation of Islam
- (b) 105 - for members of [Puerto Rican nationalist groups] or others having nationalistic tendencies of a non-Marxist character

(5) Title

Only one subject shall be carried in the title of each report. Separate reports must be submitted for each subject regardless of their relationship; i.e., husband and wife, father and son, etc.

## (6) Character

- (a) Key figures and top functionaries  
Internal Security - followed by the letters designating  
the organizational affiliation or nationalistic tendencies.  
Examples:

Internal Security - C  
Internal Security - SWP

## (b) Others

Security Matter - followed by the letters designating  
the organizational affiliation or nationalistic tendencies.  
Examples:

Security Matter - C  
Security Matter - SWP  
Security Matter - X (native fascist)  
Security Matter - M (miscellaneous)

When a subject is deleted as a key figure, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated key figure, the first report after the designation and subsequent reports shall bear the internal security character. In any event, if subject is employed in a [defense] activity so designated by the Secretary of Defense pursuant to Section 5 of the Internal Security Act of 1950, as amended, add the additional character "Internal Security Act of 1950" if the organizational activity of the subject is of a communist nature.

## (7) Deleted

## (8) Status

All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:

## (a) Top functionaries

## I. Pending inactive

- (A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

## (b) Key figures

## I. Pending inactive

- (A) Reports are to be submitted semiannually. Forty-five days prior to the date a semiannual report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

## (c) Deleted

## (d) Other security index subjects

## I. Closed

- (A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of an annual investigative report. The cases shall be opened and assigned 45 days prior to the date the annual report is due. Such cases shall also be opened and assigned six months after submission of the annual report to accomplish verification of addresses. Upon such verification, the cases should be closed administratively.

## (e) Cases of subjects recommended for security index

## I. Pending inactive

- (A) If all active investigation completed at the time FD-122 forwarded to Bureau
- (B) Lead to follow Bureau for security index card should be set forth.

## II. Closed

- (A) Upon receipt of security index card from Bureau
- (B) Thereafter follow by administrative tickler for investigative report as in (d) above.

## (f) Subjects not in security index who are not to be included therein

## I. Closed

- (A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

## (9) [Content]

- (a) [In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.]

## I. Background

- (A) Birth date
- (B) Citizenship status
- (C) Education
- (D) Marital status
- (E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
- (F) Identification record
- (G) Employment
- (H) Residence
- (I) Status of health (if known)

## II. Connections with Communist Party (or other basic revolutionary groups and/or front organizations)

- (A) Information concerning admission to revolutionary group including sponsors, etc.
- (B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

- (j) In connection with periodic reports in security index cases, there are instances in which evidence of extensive activity in subversive organizations will be developed. In these cases it is permissible to report such information in narrative-type statements without indicating exact dates of activity; however, the period of time involved must be shown, as well as the inclusive dates of the informant reports.

This type reporting is not to be utilized in Smith Act of 1940 cases or Internal Security Act of 1950 cases. The narrative statements must be statements of facts and not conclusions and information from each source must be reported in separate narrative statements.

- (k) The above instructions in no way remove responsibility for reporting all items of pertinence to the Bureau, bearing in mind the fact that Bureau files must be complete insofar as matters of substance are concerned, nor is responsibility removed for the reporting in detail of information tending to establish a subject's knowledge of the basic aims and purposes of the subversive organizations with which affiliated or information tending to establish that a subject holds revolutionary and/or anarchist beliefs.

In the documentation of narrative statements set forth the location of the original documents in the field office files by the file number and serial scope.

(10) Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

- I. Reserve index, security index, file numbers and titles of other cases, priority apprehension program, key figure or top functionary status, security index flash notices (FD-165), forms FD-122, FD-122a, FD-128, and FD-128a, and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature

- II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:
- (A) That subject is included in the security index
  - (B) That data appearing on security index card is current or requires change
  - (C) That FD-122 has been submitted to Bureau where security index card changes are necessary
  - (D) That a suitable photograph is or is not available
  - (E) [Deleted]
  - (F) That subject is employed in a key facility and that agencies interested in that facility are specified
  - (G) Reason for classifying report
  - (H) Dates subject was previously interviewed and reason for not reinterviewing subject
  - (I) That subject no longer meets security index criteria and a letter has been directed to the Bureau recommending cancellation of the security index card
  - (J) That subject's case has been re-evaluated and reasons are set forth as to why subject's activities continue to fall within security index criteria
  - (K) That subject's security index card is or is not tabbed detcom and that subject's activities do or do not warrant detcom tabbing

III. Form FD-305a containing items pertinent to reserve index subjects will be similarly utilized in connection with the submission of reports in reserve index cases.

(b) Documentation of reports

- I. Deleted
- II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.
- III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.
- IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of Photostats of documents obtained by the other offices and the identity

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- (D) Whether or not defector available for interview by all Agents
- (E) Whether he is in position to testify and willing to do so

- III. Do not include information concerning security informants for security reasons.
- IV. Proper maintenance of this file will be useful in identifying persons who may be in a position to furnish information of value in the future and will obviate necessity of extensive file reviews in this connection.
- V. A special index may be used for this file if desirable. If used, it should contain cards filed alphabetically indicating names, times, and places defectors were in a subversive movement and a brief description of information available from them. Break index down geographically and subdivide by years if desirable.

7. Administrative procedures

[a. Reserve index

(1) Purpose

The reserve index is designed to represent those persons who, in the light of ever-changing conditions, should be continually borne in mind from the standpoint of the security of the country with a view toward possible investigation, interrogation, or action under the security index program. This index may serve as an administrative aid and working index containing a central repository of the names of individuals having sympathy for or affiliation with the Communist Party or other basic revolutionary organizations.

(2) Individuals to be included

This index is to contain names of individuals when, following investigation, the information does not justify the inclusion of the subject's name in the security index when there is evidence of:

- (a) Membership in a basic revolutionary organization subsequent to January 1, 1949, together with some indication of sympathy or association with such an organization or a subversive front organization subsequent to the reported membership and no reliable evidence of defection
- (b) Investigation has failed to substantiate allegations of membership in a revolutionary organization within the past five years, coupled with some evidence or information indicating activity, association, or sympathy for the subversive cause within the same period, and no reliable evidence of defection.
- (c) The individual, within the past five years, by his associations, writings, financial support, or conduct in relation to and support of subversive organizations or the international communist movement is in a position to influence others at the time of a national emergency and no reliable evidence of defection.
- (d) Leadership or substantial activities in a major subversive front group over three years ago, together with some evidence of continuing activity, association, or sympathy for the subversive cause within three years and no reliable evidence of defection
- (e) Membership in a subversive front organization within the past three years and no reliable evidence of defection

## (3) Arrangement

This index is to be maintained in two sections, section A and section B. Each section will be maintained alphabetically on 5- by 8-inch cards.

## (a) Section A

Section A of the reserve index is designed to represent a special group of individuals who should receive priority consideration with respect to investigation and/or other action following the apprehension of security index subjects.

I. Section A should include those individuals whose subversive activities do not bring them within the security index criteria but who, in a time of national emergency, are in a position to influence others against the national interest or are likely to furnish material financial aid to subversive elements due to their subversive associations and ideology. Include in this section those individuals meeting the standards for inclusion in the reserve index and who fall within the following categories:

- (A) Professors, teachers, and educators
- (B) Labor union organizers or leaders
- (C) Writers, lecturers, newsmen, entertainers, and others in the mass media field
- (D) Lawyers, doctors, and scientists
- (E) Other potentially influential persons on a local or national level
- (F) Individuals who could potentially furnish material financial aid

## II. Recommendations for inclusion of names in the reserve index (section A)

(A) Recommendations for inclusion of names in section A of the reserve index are to be submitted to the Bureau by form FD-122a. A succinct summary setting forth the basis for the recommendation should be attached to the form FD-122a [unless the recommendation is made simultaneously with a recommendation that the subject's name be deleted from the security index.] In addition, if no report is accompanying the recommendation, a statement to that effect should appear on the page containing the succinct summary.

(B) Upon Bureau approval of recommendation for the inclusion of an individual's name in section A of the reserve index, two reserve index cards will be forwarded to the field. Add on the reverse side available descriptive data. One card is to be filed in your office, and one card is to be filed away from headquarters city at the same location as the extra set of security index cards are now stored.

## III. Periodic review of section A of the reserve index

- Investigations of individuals listed in section A of the reserve index are to be brought up to date annually and considered for security index status or retention in the reserve index. Form FD-154 may be used for the annual review by amending it for use in reserve index cases. This investigation should include, as a minimum:
- (A) Verification of residence and employment
  - (B) Indices search and file review to determine whether additional investigation is warranted or whether an interview with the individual is desirable
  - (C) If additional investigation is conducted or if there is unreported information of a subversive nature contained in the files, submit a report.

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If a question of law arises as to existence of violation, advise Bureau and hold investigation in abeyance until opinion is obtained from Department. Where the materiality of the denial or omission indicates a full investigation is not warranted, a limited investigation may be conducted; e.g., where denial of past International Workers Order (IWO) membership made and files show membership in IWO but no participation in its activities. However, the Department has advised it is unable to adopt any fixed policy as to whether prosecution is warranted in any particular category of cases of this type and desires to review and consider each case individually. Therefore, the basic facts concerning the execution and filing of the document and the subversive activity denied should be submitted in report form for presentation to the Department, even though the basis for the concealment or fraudulent statement does not appear to be material.

Investigate and report criminal fraud violation (such as concealment of arrests) arising during security-type fraud investigation on same subject in conjunction with the investigation of the security-type fraud. Both violations will be presented to the Department by the Bureau. If, however, the security-type fraud investigation is discontinued, handle the criminal fraud separately in accordance with section 47 of this manual. Military intelligence agencies often refer cases for security investigations under Delimitations Agreement in which security-type fraud violations also involved. If the subversive information does not warrant full security investigation but does indicate a possible fraud violation, advise the interested agency the Bureau's investigation will be directed toward proving the possible violation of law and that any background investigation contemplated by it pursuant to its administrative responsibilities will not interfere with our investigation. Advise agency any pertinent information developed during our investigation will be furnished it and request it to do likewise. Thereafter, immediately initiate the security matter - fraud against the Government investigation. If the subversive information warrants full security investigation and also indicates a fraud violation, advise interested agency the Bureau is initiating a full security investigation in conjunction with investigation of the possible violation of law and results will be furnished it upon receipt. Thereafter, immediately institute such an investigation looking toward inclusion of subject on security index and proving possible violation of law. Expedite investigation where military has referred case.

If admissible evidence developed does not warrant submission of prosecutive summary report, submit results of investigation in investigative report.

[(7) Public Law 87-835, approved 10-16-62, amended the National Defense Education Act of 1958 and the National Science Foundation Act of 1950 which provide Federal funds for scholarships and fellowships. Members of organizations which have registered under the Internal Security Act of 1950 or have been ordered to register by the Subversive Activities Control Board are prohibited from applying for, using, or attempting to use a scholarship or fellowship if any part of the funds therefor is appropriated under these acts. Penalty for violation is \$10,000 fine or five years' imprisonment or both. Acts also require full disclosure of any criminal conviction since applicant's sixteenth birthday and concerning any pending criminal charges punishable by confinement over 30 days. Title 18, USC, § 1001, applies to the latter provision.]

4. Individuals to be investigated

It is not possible to formulate any hard-and-fast standards by which the dangerousness of individual members or affiliates of revolutionary organizations may be automatically measured because of manner revolutionary organizations function and great scope and variety of activities. Exercise sound judgment and discretion in evaluating importance and dangerousness of individual members or affiliates.

As a general policy, investigate the activities of any individual falling within one or more of the following categories who does not come within one of the restrictions on investigations listed under 87D, 5, below:

- a. Membership in basic revolutionary organizations subsequent to 1-1-49
- b. Espousing line of revolutionary movements
  - (1) Any individual who, since the outbreak of hostilities in Korea (6-25-50), continued to espouse the line of one or more of the above-mentioned revolutionary organizations or related groups thereby defining his or her adherence to policies opposed to best interests of the U. S.
  - (2) Espousal mentioned above encompasses a wide variety and range of activities. Membership in one or more of the basic revolutionary organizations is not a prerequisite to the institution of an investigation of an individual within this category.
  - (3) Espousal expressed by membership or active participation in subversive front groups (whether or not cited by the Attorney General) must be evaluated in each case. Consider nature and type of front organization, as well as extent of individual's activities on behalf of the front organization or in support of the basic revolutionary organization. Open investigation in every instance in which information available indicates a subject is actively engaged in the affairs of a subversive front organization in a leadership capacity or by active participation in the furtherance of the aims and purposes of the front organization.
  - (4) Do not open an investigation on mere membership alone in a front organization in the absence of allegations of active participation or leadership in the group unless information is available indicating past membership at any time in a basic revolutionary organization or sufficient other derogatory information is known.

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- XIII. Violation of penal laws arising out of activities as a subversive
  - XIV. Active service in armed forces supported by a subversive movement, such as service in the Loyalist Forces during the Spanish Civil War which were supported by communism
  - XV. Constant support of the Soviet Union in acts and utterances
  - XVI. Acting as a courier for the subversive movement or as a confidential mail drop therefor
  - XVII. Constant participation in the activities of a subversive organization or advancement of the organization's aims or interests, especially when such participation involves financial sacrifices or personal inconvenience or disadvantage
- (b) The above factors, while not all-inclusive, should be used as a guide for determination of potential dangerousness. They are not to be considered as criteria for placing an individual on the security index; however, should be considered as indicating loyalty to a subversive organization.
- (c) An individual shall not be deemed dangerous merely because one or more of the above factors are applicable in his case.
- (3) Criteria for placing and retaining names in the security index
- (a) The addition to and retention of names in the security index shall be governed by the following criteria:
- I. No name shall be added to or retained in the security index unless one or more of the following situations have been established through investigation:
    - (A) Subject has had membership or participation in the activities of a basic revolutionary organization within the last 5 years as shown by overt acts or statements established through reliable sources, informants, or individuals.
    - (B) Subject has had membership or participation in the affairs of one or more front organizations, which adhere to the policies and doctrines of a revolutionary group, in a leadership capacity or by active substantial participation in the furtherance of the aims or purposes of the front organizations within the last 3 years as shown by overt acts or statements established through reliable sources, informants, or individuals.
    - (C) Investigation has developed information that an individual, though not a member or a participant in the activities of a subversive organization, has anarchist or revolutionary beliefs and is likely to seize upon the opportunity presented by a national emergency to endanger the public safety as shown by overt acts or statements within the last 3 years established through reliable sources, informants, or individuals.
    - (D) Although investigation has failed to establish overt acts or statements on the part of a subject within the time limits set out above, facts have been developed which clearly and unmistakably depict the subject as a dangerous individual who could be expected to commit acts inimical to the national defense and public safety of the U. S. in time of emergency.

## II. [Activity in support of Cuban regime

Careful consideration should be given to recommending for inclusion in the security index those individuals who in the light of the clear identification of the Cuban Government as procommunist, pro-Soviet bloc, and anti-U. S., would be deemed dangerous or potentially dangerous to the internal security of the U. S. in the event of an emergency involving Cuba and the U. S.

In connection therewith, there should be a substantial showing of data within the following standards:

- (A) An individual has served as a leader or officer or has substantially participated in the activities of a pro-Castro organization and has engaged in activities which have included either the preparation or distribution of pro-Cuban or anti-U. S. propaganda; the active collection of funds for any agency or representative of the Cuban Government or for a pro-Castro group, which funds are not intended for the relief of human suffering or other charitable purposes; active participation in acts of violence against anti-Castro individuals or groups or against the U. S.; or the active collection of intelligence data regarding the national defense of the U. S. or which would serve the purposes of the Cuban Government as opposed to the interests of the U. S., where there are reasonable grounds to believe that such data is to be or has been conveyed to any agency or representative of the Cuban Government.
- (B) An individual, whether he has participated in organizational activity or not, has engaged in one or more activities specified in (A) above and it has been clearly established, by overt acts or statements or other evidence, that there are reasonable grounds to believe the loyalty of the individual would lie with the Cuban Government in the event of armed conflict between the Cuban Government and the U. S.
- (C) Aliens of Cuban nationality and aliens holding Cuban citizenship should be considered for the security index when it is determined that one of these (1) is likely to foster, encourage, or promote the policies, programs, or objectives of the Cuban Government, or collaborate with the Cuban Government or (2) is likely to engage in or attempt to engage in acts of espionage, sabotage, or other activities inimical or detrimental to the defense or public safety of the U. S. as shown by overt acts or statements established through reliable sources, informants, or individuals. Activities on a subject's part which should be considered in determining whether his name should be added to the security index under the foregoing would include but should not be limited to (1) participation in organizations supporting the Castro regime, (2) participation in picket lines formed in support of the Cuban Government, (3) contacts with Cuban agents operating in this country on behalf of the Cuban Government, or (4) statements or activities on a subject's part establishing reasonable grounds to believe that his loyalty would lie with the Cuban Government in the event of armed conflict between the U. S. and Cuba.

- (D) In connection with all individuals recommended for admission to the security index in consideration of the above-mentioned standards there must be a clear showing, by overt acts or statements or other evidence, that there has been a continuing sympathy for the aims and objectives of the Cuban Government since 10-1-69.

Since the courses of action which might be followed in the event of a limited emergency between Cuba and the U. S. would, in all probability, be different for aliens as distinguished from U. S. citizens it is imperative that the citizenship status of individuals recommended under criteria set forth above be clearly established.

### III. Pro-Cuban activity

All individuals now on, or subsequently added to, the security index under criteria set forth in paragraphs (3) (a) I (A) (B) (C) (D) above should be tabbed as "Pro-Cuban" if their activities and sympathies have been such that they warrant special consideration in the event of a limited emergency involving Cuba and the U. S. This tabbing will include not only Cubans but also non-Cubans who have been engaged in substantial activities in furtherance of the aims and purposes of the Cuban Government, in support of pro-Castro groups or organizations, or in furtherance of the communist or subversive infiltration of pro-Castro groups. In effect this tabbing, submit form FD-122 to the Bureau with the notation "Pro-Cuban" typed directly opposite the words "Miscellaneous (specify)" in the space provided on the form. Attached to the form FD-122 should be an additional page containing a concise summary of facts which prompt the recommendation for this tabbing. These instructions in no way affect the character of cases under which subjects are currently being investigated. Security index cards sent to the field on such subjects will contain the capital letter "C" on the left side of the card at the beginning of the second line. These cards should not be kept in the "Cuban" special section of the index and these cards should be tabbed with a metal tab as mentioned in 87D 7b (11) (e) I under tabbing of cards.]

### IV.] In evaluating interviews insofar as security index status is concerned, be guided as follows:

- (A) Whenever a subject of a security investigation by a positive statement to interviewing Agents clearly indicates a continued adherence to the doctrines,

aims or purposes of a revolutionary organization or a front organization, the position statement shall be considered an overt act on the part of subject in establishing continued adherence.

- (E) Other than as indicated above, interviews with security index subjects or potential security index subjects are not to be considered as factors requiring the placing or retaining of names of persons on the security index; for example, lack of cooperation or partial cooperation are not to be regarded as such factors.
- (b) Item I (D), above, must be given strict interpretation. It is not to be construed as a "catchall" for cases not otherwise meeting security index standards, and there must be overwhelming evidence to support any security index case, predicated upon the terms of item I (D). Further, any recommendation for retention in or addition to the security index based upon item I (D) must note specifically those factors which bring the individual cases within its provisions.
- (c) With regard to the effect of resort to the fifth amendment by a witness appearing before a governmental body, the Department was requested to advise as to whether such action should be considered an overt act within the terms of the security index criteria under the following circumstances: (1) when the subject was asked directly concerning present membership in a subversive organization and (2) when the question calls for a response as to past membership in such organization. The Department's reply was as follows: "A refusal to answer these two questions must be considered an overt act within the Security Index criteria. There is, of course, the rare possibility that some individual who is not and never has been a member of a subversive organization, may take refuge in the Fifth Amendment, for idealistic reasons. However, your question is limited to those cases where the available information would seem to bring the subject within the criteria except for an overt act within the required period. A subsequent resort to the Fifth Amendment by such a person as outlined in your letter would seem to supply the missing element and negate any inference that he may have changed his beliefs or turned against the organizations or subversive persons with which he was known to have sympathized or supported."

This does not mean that refuge in the fifth amendment will automatically require the inclusion or retention of a subject in the security index. It must be construed in the light of the information available as to the scope and extent of subversive activity of the individual subject. It is imperative our security index cases be reviewed critically on a continuing basis to insure that they are completely sound and that it is established beyond question that such subjects are potentially dangerous.

- (d) [The Department has advised that, from its study of available evidence concerning the Nation of Islam, it appears that the antiwhite and anti-U. S. Government teachings of this organization would constitute it a potentially dangerous instrumentality in the event of a national emergency, and that statements and activities on the part of individual members of the Nation of Islam indicating anarchist and revolutionary beliefs should be considered in making a judgment as to whether or not such individual members should be included in the security index. In view of the above,

- II. Race  
 White and Caucasian W  
 Negro N  
 Chinese C  
 Others O  
 (All others including Orientals (except Chinese),  
 American Indians, etc.)
- III. Sex  
 Male M  
 Female F
- IV. Citizenship  
 Native born NB  
 Naturalized NA  
 Alien AL  
 (If citizenship status is unknown when security  
 index card is recommended, space should be left  
 blank but status should be ascertained and sub-  
 mitted by FD-122.)
- V. Organizational affiliation or nationalistic tendency  
 Communist Party, USA COM  
 Independent Socialist League ISL  
 Socialist Workers Party SWP  
 Johnson-Forest Group JFG  
 American Socialist Clubs ASC  
 Nationalist Party of Puerto Rico NPR  
 Proletarian Party of America PPA  
 Nation of Islam NOI  
 Bulgarian BUL  
 Cuban CUB  
 Czechoslovakian CZE  
 Hungarian HUN  
 Rumanian RUM  
 Russian RUS  
 Yugoslavian YUG
- VI. Dangerousness classification (where applicable)  
 Detcom DC
- VII. Key figure and top functionary designation (where applicable)  
 Key figure KF  
 Top functionary TF
- VIII. Special section cards  
 Atomic energy program employees AEP  
 [Cuban special section CUB]  
 Espionage subjects ESP  
 Foreign government employees FGE  
 Pro-Tito subjects YUG  
 United Nations employees UNE  
 U. S. Government employees GOV
- IX. Unavailable section cards  
 Missing MI  
 Out of country OC  
 Imprisoned PR
- X. Date and place of birth
- XI. Key facility geographical reference number and abbrev-  
 iation denoting the agency having security responsibility  
 for the key facility obtained from the Department of  
 Defense key facilities list (where applicable)
- XII. Residence address
- XIII. Employment address and any additional data deemed  
 necessary to assist in locating a subject in  
 emergency. Labor union affiliation, if any
- XIV. Field office file number

- (b) Data to appear on separate attached card
- I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.
    - (A) Complete description
    - (B) Notation that security index flash notice has been submitted for posting in Identification Division
    - (C) Photograph, with date taken placed below
    - (D) Dangerous characteristics of subject, including notation if subject possesses firearms
    - (E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents
  - II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.
  - III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.



## (b) In the field office

[The active security index in each field office is maintained in four sections: geographical, alphabetical, unavailable, and special sections. In addition, a complete set of each field office's security index is maintained away from headquarters city. This additional set is to be maintained in exactly the same manner as the geographical section security index breakdown with the unavailable and special section cards filed in back of the geographical section cards.]

## I. Geographical section

Procedures affecting the geographical section of the security index are set out in 87D 7b (11) pertaining to the priority of apprehension of subjects and should be read in conjunction with the material noted herein-after.

After receipt of the three 5- by 8-inch security index cards from the Bureau and after the necessary data have been added to two of the cards, one card shall be filed in the geographical section of the office security index (except special section and unavailable section cards; see III and IV below) and one card shall be filed in the duplicate security index maintained away from headquarters city. This section shall be broken down geographically by residence address in accordance with the needs of each office. For example, where such breakdown is logical, it should be broken down by state, county, city and, if conditions in the city so warrant, into boroughs or suburbs and precincts. There will be instances involving routine change of residence in which the security index cards will reflect "unknown" residence. To facilitate filing such cards in the geographical section, a breakdown therein should be utilized, designated "Verification Pending," to contain the security index cards of (1) subjects whose addresses are listed as "unknown" but leads outstanding are expected to result in the prompt location of those persons within the division and (2) subjects whose whereabouts in another division is actually in the process of verification, the cards bearing the address in the interim as "unknown." The security index cards in the geographical section shall be filed alphabetically under each geographical breakdown.

The geographical section of the field office security index will be the section to be used should apprehension of the subjects in the index become necessary. Cards contained therein will be withdrawn and used by the apprehending Agents.

It may be feasible in offices covering large industrial areas to set up a second geographical section in which the security index cards are filed according to the employment of the subjects. Such procedure may be established only upon receipt of specific Bureau authority. Apprehensions may thus be made by using either the geographical-residence or the geographical-employment sections, the choice depending upon the time of day the apprehensions are initiated.

## II. Alphabetical section

Procedures affecting the alphabetical section of the security index are set out in 87D 7b (11) pertaining to the priority of apprehension of subjects and should be read in conjunction with the material noted hereinafter.

The duplicate card shall be filed in the alphabetical section which will be maintained in strict alphabetical order with no other breakdown whatsoever.

The alphabetical card will be in the nature of a control card. Should the original or geographical card be withdrawn from the geographical section for apprehension purposes, an appropriate notation shall be made on the alphabetical card for the purpose of administrative handling.

### III. Special section

Security index cards of individuals coming within the categories enumerated below shall be retained in the special section of the security index for the reasons stated. This section shall be broken down into [seven] subsections headed by tabs designating the categories. The special section is to be maintained in accordance with the following instructions:

(A) Espionage subjects

When apprehension of the subject will destroy chances of penetration and control of an operating espionage parallel or would destroy known chances of penetration and control of a "sleeper" parallel

(B) U. S. Government employees

In order that the identities of the subjects so employed can be readily determined and specific consideration given to each such subject before apprehension is ordered

(C) Atomic energy program employees

Because their apprehension must be cleared with the Atomic Energy Commission representatives to avoid interference with atomic energy work

(D) Foreign government employees

So that individual consideration may be given to each individual on the basis of the relations then existing between the U. S. Government and the country by which the subject is employed

(E) United Nations Secretariat and other international organization employees

Because of the fact that they are employees of such organizations, regardless of their national origin, and the State Department must be notified after such apprehensions take place. In this category would be citizens of the U. S. and those immigrants or stateless persons not holding diplomatic visas and who do not have protection of the International Organization Immunities Act.

(F) Pro-Tito individuals

Because such individuals, although pro-Marxist-Leninist, adhere to the Tito form of communism as opposed to the Stalin or Russian form of communism. In light of the current international situation, it is not possible to predict whether Tito would become aligned with Russia in the event of open hostilities or would align himself on the side of the U. S. and its allies. Therefore, Tito adherents in the security index must receive consideration for apprehension separate from others included in the index.

Supporters of the Tito government are not considered to include members of any communist splinter groups who from time to time make statements in support of Tito, but should include only those individuals, particularly those of Yugoslav birth or descent, whose support of Tito is clear and

unequivocal regardless of Yugoslavia's foreign policies.

[(G) Cuban

In order that, in the event of an emergency involving Cuba and the U. S., special handling may be afforded those subjects whose organizational affiliation or nationalistic tendencies are shown as "Cuban." Security index cards denoting such will contain the code "CUB" on line 1.]

Standards for inclusion of subjects in the special section of the security index are the same as those for any other potentially dangerous subject.

When submitting a recommendation for preparation of a security index card on an individual falling in one of the above categories, form FD-122 must include the words "Special Section" typed in the upper right portion thereof. The proper category should be typed on FD-122 in the space provided behind the words "MISCELLANEOUS (Specify)."

Security index cards to be placed in the special section shall bear the appropriate code letters in the upper right portion designating the subsection in which the cards should be placed. Upon receipt from the Bureau of the three security index cards of subjects in these categories, the required additional data shall be placed on two which shall be filed alphabetically in the appropriate subsection of the special section. The third card shall be filed in the alphabetical section of the security index. Under no circumstances should special section security index cards be filed in the geographical section of the index.

When a security index subject whose card is maintained in the special section no longer comes within one of the categories of the special section, FD-122 must be submitted with the words "Remove from Special Section" typed in the space provided behind the words "MISCELLANEOUS (Specify)." If the card should be placed in the unavailable section, the statement "Place in Unavailable Section" should be added in this space. When the new cards are received from the Bureau, they should be checked for accuracy and the description and photograph, if available, should be placed on separate cards of similar size and attached to the back of two of the cards. These two cards should then be filed in the geographical or unavailable section (where applicable) and the other card filed in the alphabetical section of the security index. The old cards should be destroyed.

When a special section subject is scheduled for priority apprehension under the detcom program, the special section card shall be appropriately tabbed.

It is not contemplated that subjects of security index cards maintained in the special section will be apprehended under a mass apprehension program. The cases of such subjects shall be given individual attention upon the inception of the apprehension program and the subjects will not be apprehended in the absence of specific Bureau instructions in each case.

IV. Unavailable section

Security index cards of individuals who are missing, out of the country, or are imprisoned shall be retained in the unavailable section. This section shall be broken down into three subsections headed by tabs marked "Missing,"

"Out of the Country," and "Imprisoned." The unavailable section shall be maintained in accordance with the following instructions:

(A) Missing subjects

Security index subjects are not to be included in the unavailable section as missing immediately upon determination that they are no longer located at their previously known places of residence or employment. The action required in 87D 6b (3) above must be taken prior to submitting FD-122 placing a subject in the unavailable section as a missing subject. The Bureau must be periodically advised of the investigative steps taken to locate missing security index subjects in accordance with 87D 6b (3).

If the subject is missing, the word "Missing" shall be typed in the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)."

(B) Subjects out of the country

The security index cards of subjects who are found to have departed from the U. S. or Puerto Rico for a foreign country shall be placed in this subsection of the unavailable section of the security index unless their cards should be cancelled in accordance with instructions set forth below under 87D 7b (10) (b).

If the subject is out of the country, the words "Out of the Country" shall be typed in the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)." If the foreign address is known, place it on FD-122 in the space provided for the residence address. If the subject is only known to be in a certain foreign country and his residence there is not known or is only known to be traveling abroad, include this information on FD-122. If the subject's current employment abroad is known, include it on FD-122.

The case of any security index subject who is out of the country must be followed at least each six months for verification of the subject's address, the same as any other security index case, to determine if the subject has returned to this country.

Appropriate stops should be placed with the Immigration and Naturalization Service to be advised of information which may become available to it indicating the subject's return to this country.

(C) Imprisoned subjects

The cards of security index subjects who are found to be imprisoned shall be placed in the unavailable section of the security index.

If the subject is in prison, the word "Imprisoned" shall be typed on the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)." The identity of the institution in which the subject is incarcerated shall be typed in the space provided for the residence address. The space for the business address shall be left blank.

- III. Persons active in Communist Party underground
- IV. Any other security index subject whose activities, past or present, regardless of membership in a revolutionary organization, clearly and unmistakably depict the individual as a potential saboteur, espionage agent, or disruptionist in the event of an emergency

(c) Recommendations for and removal of detcom designation

I. Approval of SAC

Designation of each subject for detcom program or removal of any subject therefrom must be personally approved by SAC, or in offices having more than 1,000 security index subjects by SAC, ASAC, or Bureau-approved security supervisor. If individual subjects being recommended for inclusion in security index are also being recommended for detcom, above-required approval by SAC may be handled in conjunction with requirements specified in 87D 7b (4).

- II. [When form FD-122 is submitted recommending either tabbing for detcom or deletion of such tabbing, attach an additional page setting out a brief summary of facts upon which the recommendation is based.]

III. [Deleted]

(d) Administrative procedures for handling detcom program

Take following action to assure that security index cards for subjects tabbed detcom for priority of apprehension will be readily available for emergency action in your office:

- I. Consider each security index case for detcom tabbing whether subject's security index card is filed in geographical, special, or unavailable sections of security index.

II. Geographical section

Divide geographical section of security index into two distinct parts.

- (A) Part I of geographical section shall include only security index cards for subjects who are tabbed detcom under instructions noted above.
- (B) Part II of geographical section shall contain security index cards for all subjects that are NOT tabbed detcom.
- (C) In offices having two separate and distinct geographical sections, i.e., geographical-employment and geographical-residence, as provided under 87D 7b (6) herein, each such geographical section must be broken into parts I and II, in line with foregoing, so that cards tabbed detcom will be separated and maintained apart from other security index cards.
- (D) No colored tabs necessary on cards of detcom subjects in geographical section.

III. Alphabetical section

- (A) One security index card for each subject is to be filed in alphabetical section in strict alphabetical order with no other breakdown whatsoever.
- (B) Affix a colored tab to each security index card designated for detcom in alphabetical section to readily identify such subjects.
- (C) Detcom tabbings approved at Bureau will be shown on security index cards forwarded to field by code letters "DC" in first line on cards and by word "DETCOM" stamped in large red letters.

- IV. Special section and unavailable section  
Security index cards of detcom subjects filed in special and unavailable sections are to be designated by affixing colored tabs.

(c) General

I. Tabbing of cards

No security index card is to contain tabs for any purpose other than to designate detcom classification under foregoing provisions [with the following exception. The alphabetical security index cards on those individuals designated as "Pro-Cuban" should be tabbed with a metal tab of a color different from those used to tab detcom subjects.]

II. Removal from detcom category

Careful analysis must be made of each case in which deletion from detcom category is proposed. For instance, when a key figure is being removed from such status, file review may well disclose that subject qualifies for detcom tabbing for reasons covered in 87D 7b (11) (b), above, independent of key figure status.

c. Individuals employed in or having access to key facilities

(1) Responsibility

FBI is responsible by Presidential directive for keeping other Federal agencies advised of developments within their jurisdiction affecting plants having armed forces contracts, as well as other facilities, utilities, and critical points of transportation and communications systems which have been designated as vital to the national defense and welfare by the Department of Defense.

FBI is responsible under Delimitations Agreement for investigating employees of private contractors who have contracts with agencies of Department of Defense where credible subversive information concerning employee is obtained. Thorough investigation must be conducted and consideration for inclusion in security index given concerning any individual employed in or having access to a key facility who is alleged to have been, at any time in the past, a member of any basic revolutionary organization or against whom sufficient other subversive information is in our possession which warrants such action.

(a) Requests for investigation from another agency

When another agency requests investigation of individual employed in key facility, institute investigation immediately if basis of request so warrants. Advise Bureau of request, basis thereof, and that investigation is being conducted.

(b) Verification of key facility status of place of employment

Department of Defense key facilities list (maintained in each office) must be checked for verification of information that a security investigation subject's place of employment may be included in such list.

(c) Individuals denied access to restricted information

Intelligence agencies of armed forces frequently advise that an individual has been denied clearance to work in a defense plant or to handle classified or restricted information. In some instances clearance is denied based on information furnished by Bureau. At other times, information in Bureau files is very meager or possibly negative and basis for such denial of clearance is not known. The intelligence agency is responsible for furnishing Bureau with any information involving disloyalty or subversiveness.

Office receiving notification that an individual has been denied clearance must ascertain promptly basis for such denial and obtain all pertinent data contained in file of

- (j) In connection with periodic reports in security index cases, there are instances in which evidence of extensive activity in subversive organizations will be developed. In these cases it is permissible to report such information in narrative-type statements without indicating exact dates of activity; however, the period of time involved must be shown, [as well as the inclusive dates of the informant reports.]

This type reporting is not to be utilized in Smith Act of 1940 cases or Internal Security Act of 1950 cases with the exception of key facility cases. The narrative statements must be statements of facts and not conclusions and information from each source must be reported in separate narrative statements.

- (k) The above instructions in no way remove responsibility for reporting all items of pertinence to the Bureau, bearing in mind the fact that Bureau files must be complete insofar as matters of substance are concerned, nor is responsibility removed for the reporting in detail of information tending to establish a subject's knowledge of the basic aims and purposes of the subversive organizations with which affiliated or information tending to establish that a subject holds revolutionary and/or anarchist beliefs.

In the documentation of narrative statements set forth the location of the original documents in the field office files by the file number and serial scope.

(10) Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

- I. Reserve index, security index, file numbers and titles of other cases, priority apprehension program, key figure or top functionary status, security index flash notices (FD-165), forms FD-122, FD-122a, FD-128, and FD-128a, and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature

- II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:
- (A) That subject is included in the security index
  - (B) That data appearing on security index card is current or requires change
  - (C) That FD-122 has been submitted to Bureau where security index card changes are necessary
  - (D) That a suitable photograph is or is not available
  - (E) [Deleted]
  - (F) That subject is employed in a key facility and that agencies interested in that facility are specified
  - (G) Reason for classifying report
  - (H) Dates subject was previously interviewed and reason for not reinterviewing subject
  - (I) That subject no longer meets security index criteria and a letter has been directed to the Bureau recommending cancellation of the security index card
  - (J) That subject's case has been re-evaluated and reasons are set forth as to why subject's activities continue to fall within security index criteria
  - (K) That subject's security index card is or is not tabbed detcom and that subject's activities do or do not warrant detcom tabbing

III. Form FD-305a containing items pertinent to reserve index subjects will be similarly utilized in connection with the submission of reports in reserve index cases.

(b) Documentation of reports

- I. Deleted
- II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.
- III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.
- IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of Photostats of documents obtained by the other offices and the identity



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- (c) In the case of an individual previously the subject of investigation, the case should be brought up to date by the prompt submission of a report in the event there is unreported information contained in the file. If reports have not previously been submitted in the case, a letterhead memorandum summarizing the available subversive data should accompany the initial letter advising the Bureau of the proposed travel. [In nonsecurity index cases all available data regarding subject's subversive activities and affiliations should be carefully evaluated with a view toward determining whether a full security investigation should be conducted and the communication transmitting data regarding a subject's travel should contain a statement as to whether a security investigation is being initiated and, if not, reasons therefor.]
  - (d) Information concerning these subjects' proposed travel abroad, including information concerning their subversive activities, is furnished by the Bureau to the Department of State, Central Intelligence Agency, and legal attaches if the proposed travel is in areas covered by such and, frequently, requests are made of one or all of the above to place stops with appropriate security services abroad to be advised of the activities of these subjects.
  - (e) When information is received that an individual with a subversive background falling within the categories set out previously herein is forming a tour group for foreign travel or an organization which is considered subversive is sponsoring such a tour, advise appropriate offices under the caption of the tour name or the organization sponsoring the tour of the identities of the individuals participating in the tour and furnish the Bureau a letterhead memorandum suitable for dissemination to the State Department, the Central Intelligence Agency, and appropriate legal attaches, including therein all readily available information pertaining to the tour, such as itinerary, pertinent dates, names of individuals making up the tour with addresses, if available, and a thumbnail sketch of the organization or individual sponsoring the tour.

Letterhead memoranda relating to the tours will be disseminated by the Bureau with a statement that, as individuals participating are identified, recipients will be furnished with memoranda under the individual case caption where those individuals are found to have subversive backgrounds. Therefore, the appropriate field offices should immediately identify and submit individual memoranda concerning such individuals. The details of travel will be replaced by a reference to the memorandum previously prepared under the caption of the organization sponsoring the tour. Prepare individual memoranda only in the cases of individuals with subversive backgrounds falling within the categories set out previously herein.

In addition, appropriate offices should submit a letter to the Bureau under the organization caption listing the names of those individuals residing within their territory who are traveling with the tour group and on whom no subversive information is found.

- (f) Advise the Bureau promptly in form suitable for dissemination of a subject's return from travel abroad in those instances in which stops have been placed with security services abroad through the agencies listed above. In instances in which an individual against whom stops have been placed has traveled to any country behind the Iron Curtain, the Bureau shall also be furnished at that time with recommendations as to the desirability of interview of such person and with advice as to whether additional investigation concerning him is contemplated. In the event such an interview is authorized, it shall be conducted promptly and the case shall not be closed until such interview is had and the results thereof submitted in report form.
- (g) In some instances a security investigation of a subject not yet included in the security index may be in progress at the time it is found that the subject has recently departed for a foreign country. If the evidence developed at that time warrants the inclusion of the subject in the security index were it not for the fact that he is outside the U. S., form FD-122 should be submitted recommending his inclusion in the unavailable section of the security index. After all initial investigation is completed, the subject's case will be handled the same as those of other subjects of a similar status who are included in the unavailable section as out of the country.

If the subject is an alien who has been deported or has otherwise permanently departed from the U. S., he should not be included in the security index.

When it is determined that a security index subject has departed for a foreign country, his security index card shall be placed in the unavailable section and his case handled in accordance with the instructions set forth under 87D 7b (6) (b) IV.

(5) Investigative techniques

While it is not possible to enumerate all investigative techniques which can and should be employed in these investigations, there are certain proven techniques which have been used with continued success and should be applied wherever possible.

(a) File reviews

Upon the initiation of a security investigation of an individual, check the office indices and review files thoroughly for any pertinent information on record showing background and subversive activity of each individual subject. Include such information in the initial investigative report.

Once a main security file has been opened for an individual, subsequent information received concerning him should be channeled to that file. The reference cards pertaining to the subject should be consolidated in the indices after each check and review of files has been made.

(b) Security informants

Success of security investigations of individuals is primarily dependent upon a broad confidential informant coverage within every phase of subversive activity. Information and evidence developed through such sources are unsurpassed in value because of possible use not only for intelligence purposes but also as admissible evidence.

- (b) Where potential dangerousness of a subject has been established and inclusion of that subject in security index is warranted, the office of origin shall submit a recommendation for inclusion in security index by submitting form FD-122 to Bureau. Form must be prepared in triplicate. Original and one copy shall be forwarded to Bureau and one copy will be placed in subject's investigative case file.

Nothing should appear on FD-122 or subsequently on the security index card which is not in the subject's case file. Form FD-122 has two uses: (1) to recommend a subject for inclusion in the security index and (2) to submit changes to data which appears on face of security index cards already existent.

Proper selection should be made in the opening paragraph option. FD-122 is submitted with abstract when used to recommend the subject for inclusion in the security index and without abstract when used to indicate additions, deletions, or changes in data appearing on existing cards.

- (c) When form FD-122 is submitted to Bureau recommending inclusion of a name in security index, attach an additional page or pages setting out a succinct summary of facts on which recommendation has been based. Facts must be in detail to clearly show soundness of recommendation. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must contain pertinent dates of subject's activities.
- (d) When, at conclusion of investigation, subject's name is not being recommended for security index, set out a brief summary statement in the appropriate communication closing the case showing reasons for the decision.
- (e) Security index cards shall be recommended by and maintained by office of origin only.
- (f) A current report must be in possession of the Bureau when subject is recommended for security index. If it is the initial report in the case, it must be a summary report. If, however, prior investigative reports have been submitted which are suitable for dissemination and are appropriately documented, a summary report need not be submitted.
- (g) To assure that subject recommended for security index will receive proper attention, case shall be kept in pending or pending-inactive status until security index card has been received from Bureau and filed in office security index. If case continues in pending status because of outstanding investigation, reports shall carry a lead to follow authorization of security index card by the Bureau in addition to other leads. If outstanding investigation has been completed and case would otherwise be closed upon submission of the report and form FD-122, case shall be placed in pending-inactive status with lead to follow authorization of security index card by Bureau. In latter instance, upon receipt of Bureau's response, case may be closed administratively.
- (h) Recommendation for security index card should not be delayed because of absence of information concerning race, sex, citizenship, date and place of birth, or description where security index card is warranted. In such instances, recommendation for the card should be submitted with a current report and case retained in pending status with active investigation continuing to determine missing items of information.

- (i) Subjects missing or out of country may be recommended for the security index provided instructions set forth in 87D 6b (3) and (4) are followed. Forms FD-122 submitted on subjects should include data required in 87D 7b (6) (b) IV below.
- (j) When form FD-122 is submitted recommending a security index card be prepared on a subject who is of Chinese extraction, the words "Other - Chinese" must be included in the space on the form calling for a statement as to the subject's race. When form FD-122 is submitted recommending that a security index card be prepared on a person who is not of Chinese extraction but who has shown definite sympathies with communist China, the form should include under "Miscellaneous" a statement to the effect "sympathetic to Communist China."
- (k) Upon receipt of form FD-122 at Bureau, the case of the subject will be reviewed and if recommendation of field is concurred in, security index cards will be prepared. Duplicate copy of form will be returned to office of origin stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." The three cards shall be filed in security index as outlined below. The returned copy of FD-122 shall be placed in subject's main investigative case file. Offices with a geographical breakdown by residence and employment will receive an extra card.
- (1) When security index cards are received from Bureau, data thereon must be checked for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards of similar size to security index cards which are stapled to back of two of the cards. One card will then be filed in the geographical section of office security index (except special section cards and unavailable section cards - see 87D 7b (6) (b) III and IV below), and one card shall be filed in the duplicate security index maintained away from headquarters city. The other card is filed in alphabetical section of security index. No information shall be permanently added, deleted, or changed on face of security index card without complying with instructions set forth below under 87D 7b (8).
- (5) Content and appearance of security index card
  - (a) Data to appear on face of card
 

When complete, face of security index card should contain the following information. If any of items enumerated in I through XIV are missing at time the security index card is made, the case should be continued as pending and investigation conducted to obtain the necessary information. Set forth under each item below are possible categories in which subject may be classified, together with code letters which should be placed in appropriate space on form FD-122 when sending form to Bureau recommending security index card be prepared. Code letters should subsequently appear on security index cards received from Bureau.

I. Name and aliases

The full and correct name and aliases of the subject must be contained on the security index card. When the true name of a subject or any aliases are changed, added, deleted, or are found to be incorrect, form FD-122 must be submitted [showing] the correct data to be placed on the security index card.



attention to the existence of a security index card for that individual. In all such instances a specific recommendation must be made concerning the cancellation of the card. The card may be destroyed upon receipt of Bureau authority to designate the subject as a security informant.

- (f) Subject no longer dangerous or potentially dangerous. Instructions set out below should be read in conjunction with 87D 6b (7) (c) herein relating to interviews with security index subjects.

Frequently, after a subject is included in the security index, information is received or investigation develops information[indicating]that he is no longer a threat to the internal security by reason of defection or expulsion from the subversive movement, membership in or affiliation with which was the reason for placing him in the security index. Such defection may be[shown]by lack of activity and obvious disinterest over an extended period of time or upon declaration of opposition to the principles of the subversive movement. The latter may manifest itself in declarations by a subject in the presence of confidential informants or other sources, statements to the press, or actual contact with Bureau representatives and admission of previous subversive activity.

When sufficient information is at hand regarding subject's present sympathies to reach conclusion that he should no longer be scheduled for apprehension as a dangerous subversive, request authority to interview subject or advise Bureau of reasons why subject should not be interviewed. Bureau will not cancel security index card without consideration being given to interview of subject. See 87D 6b (7) (c) and (d).

If, upon interview, subject proves cooperative to extent that his security index card should be cancelled, advise Bureau by letter of results together with a recommendation for cancellation which must be approved by Bureau.

- (g) Subjects removed from security index solely upon basis of application of security index criteria, with no affirmative indication of defection.

As security index cards are reviewed upon reopening in the field, there will be instances in which removal will be required by application of the security index criteria set out in 87D 7b (3). With the passage of time, limits specified in criteria will operate to remove certain subjects even though there is no affirmative indication of defection.

[Letters recommending removal of a subject's name from the security index should be accompanied by form FD-122a if facts in the case warrant the inclusion of subject's name in section A of the reserve index.]

The following[procedures]should be followed[in the case of those individuals not being recommended for inclusion in section A of the reserve index:]

- I. When subjects are removed from security index solely on basis of application of security index criteria as cases are reopened and reviewed in the field, retain security index cards pertaining to such subjects bearing the descriptive matter on reverse sides; i.e., the cards previously filed in geographical, special, or unavailable sections. Destroy cards previously filed in alphabetical section. Those offices maintaining two sets of geographical cards under provisions of 87D 7b (6) (b) I should retain but one card in each instance, destroying second geographical card as well as card previously filed in alphabetical section.

II. Mark canceled across face of each card being retained and file in the reserve index, [section B.]

III. [Deleted]

IV. The above instructions do not apply in the case of individuals removed from the security index based upon activity in the Nation of Islam. Security index cards in such cases should be destroyed.

(h) Subjects of Chinese extraction

In any communication recommending cancellation of a security index card on a subject of Chinese extraction, such communication must contain the words "Other -- Chinese." This regulation relates specifically to those subjects placed on the security index following a recommendation submitted in accordance with the instructions contained in section 87D 7b (4) (j) above.

(11) Priority apprehension program (DETCOM)

(a) Purpose

Many individuals included in security index because of their training, violent tendencies, or prominence in subversive activity are extremely dangerous and would be more inclined to commit or capable of committing overt acts against the U. S. in time of national emergency than would others in security index. Degree of dangerousness of such individuals is so pronounced that in interest of security they must be immobilized in the least possible time prior to others in security index. The administrative procedure developed to make apprehensions on a priority basis is referred to as the detcom program. Subjects designated for priority apprehension are referred to as detcom subjects.

Individuals in security index tabbed detcom would be arrested first in event of a limited but grave emergency, probably without the arrest of other security index subjects.

In an all-out emergency, all subjects whose names are in the security index will be considered for immediate apprehension.

Subjects tabbed for detcom should comprise a hard core of subversives. Each individual case should stand on its own merits and decision to consider subjects for priority of apprehension should be based on subject's subversive activities and revolutionary tendencies.

(b) Subjects to be tabbed detcom

Each security index subject should be considered for detcom tabbing (priority of arrest) who falls within one or more of following categories:

I. All top functionaries and key figures

II. Currently active communists or members of any basic revolutionary organization (active within past year) when there is evidence of one or more of following:

(A) Activity as local organizers or leaders in the organization

(B) Special training at Lenin School or Far Eastern Institute in Moscow

(C) Experience as picket captains, strong-arm men; or active participation in violent strikes, riots, or demonstrations

(D) Violent statements or strong revolutionary tendencies as shown by their activities

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- (2) The act provides that any individual who is or becomes a member of any organization concerning which there is in effect a final order of the Board requiring such organization to register under the act as a Communist-action organization, more than thirty days have lapsed since such order has become final and the organization is not so registered, shall within sixty days after said order has become final, or within thirty days after becoming a member of such organization, whichever is later, register with the Attorney General as a member of such organization. (§ 8 (a)) (Title 50, USC, § 787 (a))
  - (3) Each individual who is or becomes a member of any organization which he knows to be registered under the act as a Communist-action organization, but which has failed to include the individual's name upon a list of members thereof filed with the Attorney General, as required by the act, shall, within sixty days after obtaining such knowledge, register with the Attorney General as a member of such organization. (§ 8 (b)) (Title 50, USC, § 787 (b))
  - (4) It is unlawful for any member of a Communist-action organization which has registered under the act, or there is in effect a final order of the Board requiring such organization to register, with knowledge or notice that such organization is so registered or that such order has become final: to conceal or fail to disclose the fact that he is a member of such organization in seeking, accepting or holding any nonelective office or employment under the U.S.; or, to hold any nonelective office or employment under the U.S.; or, to conceal or fail to disclose the fact that he is a member of such organization in seeking, accepting or holding employment in any defense facility; or, to engage in any employment in any defense facility if such organization is a Communist-action organization; or, to hold office or employment with any labor organization, as that term is defined in section 2 (5) of the National Labor Relations Act, as amended (Title 29, USC, § 152), or to represent any employer in any matter or proceeding arising or pending under that act. (§ 5 (a) (1)) (Title 50, USC, § 784(a) (1))
  - (5) When a Communist-action organization is registered under the act, or there is in effect a final order of the Board requiring such organization to register, it shall be unlawful for any member of such organization, with knowledge or notice that such organization is so registered or that such order has become final, to make application for a passport, or renewal of a passport, to be issued or renewed by the authority of the U.S., or to use or attempt to use such passport. (§ 6 (a)) Title 50, USC, § 785 (a))
  - (6) The act requires any person acting for or on behalf of any Communist-action organization which is registered, or required by final order of the Board to register, to label properly all publications transmitted through the mail or by any means or instrumentality of interstate or foreign commerce. (§ 10 (1)) (Title 50, USC, § 789 (1))
  - (7) Any individual who, in a registration statement or annual report, willfully makes any false statement or willfully omits to state any fact which is required to be stated, or which is necessary to make the statements made or information given not misleading, is guilty of a violation. (§ 15 (b)) (Title 50, USC, § 794 (b))
- g. Miscellaneous regulations affecting other persons dealing with Communist organizations and members thereof
- (1) It is unlawful for any officer or employee of the U.S. or of any defense facility, with knowledge or notice that such organization is registered with the Attorney General as a Communist-action organization or a Communist front organization, or that there is in effect a final order of the Board requiring such organization to register: (1) to contribute funds or services

to such organization; or, (2) to advise, counsel, or urge any person, with knowledge or notice that such person is a member of such organization, to perform, or omit to perform, any act if such act or omission would constitute a violation of any provision of section 5 (2) (1). (§ 5 (a) (2)) (Title 50, USC, § 784 (2))

- (2) Where an organization is registered, or there is in effect a final order of the Board requiring an organization to register, as a communist-action organization, it shall be unlawful for any officer or employee of the U. S. to issue a passport to, or renew the passport of, any individual knowing or having reason to believe that the individual is a member of such organization. (§ 6 (b)) (Title 50, USC, § 785 (b))

h. Penalties (Title 50, USC, § 794)

If there is in effect with respect to a communist-action organization or individual a final order of the Board requiring registration or determining that it is a communist-infiltrated organization under section 7 or section 8 of the Internal Security Act: (1) such organization shall, upon conviction of failure to register, to file a registration statement or annual report, or to keep records as required by section 7, be punished for each such offense by fine of not more than \$10,000, and (2) each individual having a duty under subsection h of section 7 to register or to file any registration statement or annual report on behalf of such organization, and each individual having a duty to register under section 8, shall, upon conviction of failure so to register or to file any such registration statement or annual report, be punished for each such offense by a fine of not more than \$10,000, or imprisonment for not more than five years, or by both such fine and imprisonment. Each day of failure to register, whether on the part of the organization or any individual, shall constitute a separate offense.

Any individual who, in a registration statement or annual report, willfully makes any false statement or willfully omits to state any fact which is required to be stated shall upon conviction thereof be punished for each such offense by a fine of not more than \$10,000, or by imprisonment for not more than five years, or by both such fine and imprisonment. Each false statement willfully made, and each willful omission to state any fact which is required to be stated, shall constitute a separate offense, and each listing of the name or address of any one individual shall be deemed to be a separate statement.

Any organization which violates any provision of section 10 of the act shall, upon conviction thereof, be punished for each such violation by a fine of not more than \$10,000. Any individual who violates any provision of sections 7, 8, or 10 of the act shall, upon conviction thereof, be punished for each such violation by a fine of not more than \$10,000 or by imprisonment for not more than five years, or by both.

Note: The fact of the registration of any person under section 7 or section 8 of the Internal Security Act of 1950 as an officer or member of any communist organization shall not be received in evidence against such person in any prosecution for any alleged violation of any other criminal statute.



## 1. Reporting of evidence developed on individual members

[Any admissible evidence showing a violation of the Internal Security Act of 1950, Title 50, USC, § 784 (a) (1) (F), as it pertains to union officers, employees, and representatives of management (see paragraph f(4), page 93, of this section and volume III, section 67C, of this manual) should be furnished to the Bureau in a report on the individual and carrying the single character, Internal Security Act of 1950 - Labor (classification 122).] Any admissible evidence showing a violation[of this act]on the part of any[other]individual should be furnished to the Bureau in a report on the individual and carrying the dual character, Internal Security - C or Security Matter - C, and Internal Security Act of 1950[(classification 100).] See section 87D[of this manual]for complete instructions relative to investigations of individuals.

## 2. Communist front organizations

## a. Definition - Title 50, USC, § 782

"The term 'Communist-front organization' means any organization in the United States (other than a Communist-action organization

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of the source, date of activity, date received, and name of the Agent receiving the information are known, it is not necessary to request the office originally obtaining the information to document it further by furnishing information showing the location of the original in the office files. If all documentation, except the latter item, is not in the possession of the office preparing the report, it should be obtained.

V. If it is found desirable to include in a report the identities of individuals who are known communists and have been associates of the subject to lend weight to evidence of the subject's potential dangerousness, only the source of the information showing the associate to be a communist need be identified.

VI. In a very limited number of instances it may be necessary to obtain a thumbnail sketch or characterization of an individual or organization from another office or the Bureau. When such information is received in your office, it should be placed in thumbnail sketch files so that it will be available to and can be readily located by Agents having future need for it, thereby eliminating repeated requests of another office for the same information.

g. Channelizing memoranda - destruction of following submission of reports in security cases

Channelizing memoranda in organizational and individual security case files may be destroyed following submission of reports in these cases. In destroying these memoranda, be guided by instructions [for destruction of channelizing memoranda as set out in Manual of Rules and Regulations.]

8. Dissemination of data developed in security investigations

The proper utilization of information received by the Bureau is foremost among our responsibilities as an investigative agency. It is the Bureau's duty to keep the proper intelligence agencies informed concerning information of interest to them. Further, information which comes to the attention of the Bureau in connection with the conduct of investigations normally and regularly within the jurisdiction of the Bureau, which information is believed to be of interest to another agency within the executive branch of the Government, should be forwarded to the interested agency unless there are good and compelling reasons not to do so. This is in line with the Limitations Agreement and Presidential directives which provide for the dissemination to other agencies of information relating to espionage, sabotage, subversive activities, and related matters where the specific agency has a present or potential interest in the information.

Set out hereafter is a summarization of existing Bureau requirements regarding dissemination of security information developed on individuals during the course of regular investigations in the security field. It

should be apparent that all conceivable situations cannot be anticipated. For that reason, the data below should be considered as pertaining to representative situations which occur frequently enough to warrant specific treatment. The basic rule to follow is, of course, that security information must be furnished promptly to interested agencies in the executive branch of the Government and that the term "interested agency" must be interpreted in the light of reason and common sense. Any unusual situations should be brought to the attention of the Bureau promptly for consideration and disposition.

Considerations affecting the national defense in Alaska, Hawaii, and Puerto Rico necessitate that the broadest possible construction be given to the existing requirements of dissemination to the intelligence services located in those areas. The Anchorage, Honolulu, and San Juan Offices should adhere to such policy and effect such dissemination as to discharge fully our responsibilities as laid down in Bureau instructions, together with practices which have been dictated by circumstances within those particular offices.

The material set out below must be read in conjunction with the Manual of Rules and Regulations, [part II,] section 5, which discusses the Bureau's over-all responsibilities in dissemination, together with existing policies, qualifications, and exceptions.

a. Data developed concerning subjects of security investigations and other persons coming within investigative jurisdiction of the Bureau

(1) Aliens and naturalized citizens

Information concerning aliens and naturalized citizens which might have a bearing on the deportation or denaturalization of such individuals should in all instances be forwarded to the Immigration and Naturalization Service. Refer to the Manual of Rules and Regulations, [part II,] section 5. If any doubt exists, the matter should in all instances be resolved in favor of dissemination.

(2) Employees of or persons having regular access to key facilities or employees of plants having contracts with the military services

Dissemination in these cases is treated specifically in section 87D 7c (4) of this manual.

(3) Employees of public utilities (including state and municipal facilities) which are not on the key facilities list or otherwise falling into the category defined in (2) above, and facilities which are or may become engaged in the manufacture of materials vital to the national defense

Dissemination should be made locally to G-2 and, in addition, to other intelligence services if their interest is apparent in individual cases or in specific facilities.

(4) Individuals on inactive duty but who are members of or hold commissions in the reserve branches or National Guard

Dissemination should be made locally to the appropriate military intelligence service. Dissemination to headquarters of the appropriate services will be made at SOG.

(5) Seamen and subjects employed in the maritime industry, including longshoremen and other water-front employees

Dissemination should be made to the Coast Guard on a local level and, when circumstances dictate, to other intelligence agencies, including ONI, which have an interest in the data reported. Appropriate dissemination on a headquarters level will be made at SOG.

(6) Employees of the Federal Government within the purview of Executive Order 10450

No dissemination of the reports in security of Government employees cases may be made in the field. If, however, subject is employed

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## E. INVESTIGATIONS OF COMMUNIST FRONT AND MISCELLANEOUS ORGANIZATIONS

## 1. Purposes

- a. To obtain sufficient pertinent data to make possible accurate determination of organization's true character
- b. To obtain intelligence data and keep Department and other interested Government agencies advised regarding existence and activities of subversive organizations
- c. To obtain legally admissible evidence re subversive nature of such organizations to permit implementation of:
  - (1) Internal Security Act of 1950
  - (2) Registration Act
  - (3) Smith Act of 1940
  - (4) Executive Order 10450

## 2. General policy

- a. Newly formed known or suspected subversive organizations
  - (1) [Upon receipt of information concerning formation of such a group, immediately open a case and advise Bureau at that time.]
  - (2) After conducting sufficient inquiry to determine true character of group
    - (a) If further investigation warranted, advise Bureau through established report writing procedures.
    - (b) If further investigation not warranted, advise Bureau results of investigation and specific reasons for determination in letter form.]
  - (3) [Deleted]
  - (4) [Deleted]
- b. Established subversive groups
  - (1) Keep Bureau currently advised by appropriate communication re pertinent activities including any changes in principal officers, structure of organizations, and forthcoming events.
  - (2) If no specific leads outstanding, case may be placed in pending-inactive status after submission of initial report.
  - (3) Submit reports at least every six months.
- c. Organizations political in character
  - (1) Investigation should not be instituted without Bureau approval.
  - (2) Furnish all pertinent information concerning communist infiltration, influence, or control of such organizations to Bureau in letter form.
- d. Organizations connected with institutions of learning
  - (1) No investigation to be conducted without prior Bureau approval
  - (2) If requesting Bureau authority to investigate, submit complete available data and reason investigation is desired.
  - (3) If Bureau authority granted, it will be permissible to contact all established reliable sources, including those connected with institution of learning.
  - (4) Before conducting any interview with individual connected with institution of learning re security-type investigation of an organization, whether organization itself has been connected with institution of learning, Bureau authority must be obtained to conduct such interview unless individual is established reliable source.
  - (5) Section 87D 5a (1) of this manual should be read in conjunction with above instructions.
- e. Legitimate noncommunist organizations that are communist infiltrated
  - (1) No investigation should be conducted without prior Bureau approval.
  - (2) Investigations should be handled most discreetly by experienced Agents.
  - (3) Advise Bureau promptly under caption "Cominfil (name of organization)" when one of the following exists and include

your recommendation for instituting an investigation:

- (a) The Communist Party has specifically instructed its members to infiltrate the organization.
- (b) Communist Party members have infiltrated the organization in sufficient strength to influence or control the organization.
- (4) When advising Bureau, include data concerning following items:
  - (a) Name and address of organization
  - (b) Extent of communist infiltration
  - (c) Identities of Communist Party members and positions held in organization
  - (d) Informant coverage afforded organization  
Set forth positions held by informants and whether informants are members or merely reporting on organization.
  - (e) Recommendation whether additional investigation is deemed warranted

Above instructions apply to local chapters or affiliates, as well as the national organization. Break down information required under items (c) and (d) above by local chapters where such exist.

- (5) No informant or source should be instructed by the FBI to join or attend meetings. If Communist Party asks the informant to do so, he should, of course, comply.
- (6) No member of the organization not already an established source should be contacted regarding the organization. This does not preclude pretext interviews where advisable.
- (7) Data concerning following topics should be fully developed and reported on:
  - (a) Basis for investigation and fact that our investigation is directed solely toward establishing extent of Communist Party infiltration, or that organization is specific target for infiltration, and that Bureau is not investigating legitimate activities of organization.
  - (b) Address of organization
  - (c) Brief characterization of organization, including total membership
  - (d) Principal officers of organization
  - (e) Communist Party program to infiltrate this organization and influence its policy
  - (f) Results of this program, including Communist Party affiliations of officers and members
- (8) Caption of all correspondence should contain the phrase "Communist Infiltration of" preceding the name of the organization.
- (9) In the event infiltration of the organization reaches such proportion that its activities are dominated and controlled by the Communist Party, submit your recommendation to the Bureau regarding changing the investigation from communist infiltration to that of a communist front.

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- III. Persons active in Communist Party underground
- IV. Any other security index subject whose activities, past or present, regardless of membership in a revolutionary organization, clearly and unmistakably depict the individual as a potential saboteur, espionage agent, or disruptionist in the event of an emergency

(c) Recommendations for and removal of detcom designation

I. Approval of SAC

Designation of each subject for detcom program or removal of any subject therefrom must be personally approved by SAC, or in offices having more than 1,000 security index subjects by SAC, ASAC, or Bureau-approved security supervisor. If individual subjects being recommended for inclusion in security index are also being recommended for detcom, above-required approval by SAC may be handled in conjunction with requirements specified in 87D 7b (4).

- II. [When form FD-122 is submitted recommending either tabbing for detcom or deletion of such tabbing, attach an additional page setting out a brief summary of facts upon which the recommendation is based.]

III. [Deleted]

(d) Administrative procedures for handling detcom program

Take following action to assure that security index cards for subjects tabbed detcom for priority of apprehension will be readily available for emergency action in your office:

- I. Consider each security index case for detcom tabbing whether subject's security index card is filed in geographical, special, or unavailable sections of security index.

II. Geographical section

Divide geographical section of security index into two distinct parts.

- (A) Part I of geographical section shall include only security index cards for subjects who are tabbed detcom under instructions noted above.
- (B) Part II of geographical section shall contain security index cards for all subjects that are NOT tabbed detcom.
- (C) In offices having two separate and distinct geographical sections, i.e., geographical-employment and geographical-residence, as provided under 87D 7b (6) hereof, each such geographical section must be broken into parts I and II, in line with foregoing, so that cards tabbed detcom will be separated and maintained apart from other security index cards.
- (D) No colored tabs necessary on cards of detcom subjects in geographical section.

III. Alphabetical section

- (A) One security index card for each subject is to be filed in alphabetical section in strict alphabetical order with no other breakdown whatsoever.
- (B) Affix a colored tab to each security index card designated for detcom in alphabetical section to readily identify such subjects.
- (C) Detcom tabbings approved at Bureau will be shown on security index cards forwarded to field by code letters "DC" in first line on cards and by word "DETCOM" stamped in large red letters.

IV. Special section and unavailable section  
Security index cards of Detcom subjects filed in special and unavailable sections are to be designated by affixing colored tabs.

(e) General

I. Tabbing of cards

No security index card is to contain tabs for any purpose other than to designate Detcom classification under foregoing provisions.

II. Removal from Detcom category

Careful analysis must be made of each case in which deletion from Detcom category is proposed. For instance, when a key figure is being removed from such status, file review may well disclose that subject qualifies for Detcom tabbing for reasons covered in 87D 7b (11) (b), above, independent of key figure status.

c. Individuals employed in or having access to key facilities

(1) Responsibility

FBI is responsible by Presidential directive for keeping other Federal agencies advised of developments within their jurisdiction affecting plants having armed forces contracts, as well as other facilities, utilities, and critical points of transportation and communications systems which have been designated as vital to the national defense and welfare by the Department of Defense.

FBI is responsible under Delimitations Agreement for investigating employees of private contractors who have contracts with agencies of Department of Defense where credible subversive information concerning employee is obtained. Thorough investigation must be conducted and consideration for inclusion in security index given concerning any individual employed in or having access to a key facility who is alleged to have been, at any time in the past, a member of any basic revolutionary organization or against whom sufficient other subversive information is in our possession which warrants such action.

(a) Requests for investigation from another agency

When another agency requests investigation of individual employed in key facility, institute investigation immediately if basis of request so warrants. Advise Bureau of request, basis thereof, and that investigation is being conducted.

(b) Verification of key facility status of place of employment

Department of Defense key facilities list (maintained at each office) must be checked for verification of information that a security investigation subject's place of employment may be included in such list.

(c) Individuals denied access to restricted information

Intelligence agencies of armed forces frequently advise that an individual has been denied clearance to work in a defense plant or to handle classified or restricted information. In some instances clearance is denied based on information furnished by Bureau. At other times, information in Bureau files is very meager or possibly negative and basis for such denial of clearance is not known. The intelligence agency is responsible for furnishing Bureau with any information involving disloyalty or subversiveness.

Office receiving notification that an individual has been denied clearance must ascertain promptly basis for such denial and obtain all pertinent data contained in file of

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## d. Other Marxist revolutionary groups

A long-established group which would come under this category is the Proletarian Party of America, a relatively small organization.

There also are a few small groups composed of ex-members of the Communist Party, USA, who have voluntarily left the party or who have been expelled, usually for factionalism.

## e. General

Communist investigations must be conducted in a most discreet and thorough manner at all times. Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority. Bureau employees should not discuss communist or related investigations with any unauthorized individual. The subject of communism is not to be used in speeches of Bureau employees without specific authorization. However, there is considerable mimeographed material in each office, including speeches, testimony, and magazine articles prepared by the Director which could be furnished outside individuals interested in the subject of communism without any discussion.

## 2. Purposes of investigation

- a. The investigation of the Communist Party, USA, and other similar-type organizations is of twofold purpose: (1) to obtain legally admissible evidence against these organizations for prosecution under existing Federal statutes set out above and (2) to follow closely the activities of these organizations from an intelligence viewpoint to have a day-to-day appraisal of the strength, dangerousness and activities of these organizations seeking the overthrow of the U. S. Government.
- b. Suggestions for proper coverage of the investigation of the Communist Party as an organization and similar organizations should include:

- (1) The assignment of sufficient Agent personnel to insure that all of the important ramifications of party activities are properly covered
- (2) Development of confidential informants in all party levels, including the national headquarters organization
- (3) The establishment of trash and mail covers on pertinent headquarters and party functionaries
- (4) The constant effort to develop admissible evidence against party officials for violation of Federal laws

## [c. Brief to establish illegal status of Communist Party, USA

- (1) Purpose of brief is to collect all legally admissible evidence to prove illegality of party in one file. (Bufile 100-3-74.)
- (2) Reports on brief to establish illegal status must be submitted by each office quarterly and should include only legally admissible evidence obtained during preceding three-month period. (If no information to report, letter may be submitted.)
- (3) It is advisable to use the following breakdown in preparing reports:
  - (a) Origin and continuity of the party
  - (b) Pertinent statements, writings, and instructions relating to (1) Marxism-Leninism, (2) imperialism, (3) proletarian internationalism, (4) defense of USSR, (5) revolutionary statements
  - (c) Internal Security Act of 1950. Include under this heading any admissible evidence which would tend to prove a violation of section 4(a) of this act.]

## 3. Investigative procedures and suggestions

This section contains detailed investigative guides for use in investigating and reporting activities of the Communist Party, USA.

- a. To accurately and clearly show the true nature of the Communist Party, USA, data concerning the following topics must be fully developed and reported. [When material contains information that would be logically reported under more than one topic heading but to do so would make the separate accounts unintelligible, report all the material under the main heading and only refer to the information under the other breakdowns. Do not repeat same data under separate headings.] Reports on the Communist Party, USA, as an organization must be submitted by each office quarterly and should cover activities for the preceding three-month period. All offices are required to use the following breakdown in preparing quarterly reports on the Communist Party, USA. Each subfile caption must start on a separate page.

## (1) Organization (Bureau file 100-3-69)

- (a) Security setup of district and/or state organization. Office covering district headquarters, describe the location and size of Communist Party office facilities, rent paid, and name and number of office employees. [List address and/or post office box number of party headquarters.]
- (b) [Identify] principal district officials and important functionaries, together with [titles, and furnish a] short resume of important activities of each during three-month period.
- (c) Names of new commissions or special committees, identity and capacity of individual members thereof. Submit resume of activities of groups under appropriate subfile captions.
- (d) Special meetings embracing only organizational matters. Other pertinent matters discussed at meetings concerning policy or strategy to be submitted under appropriate subfile captions.
- (e) Extend this outline as far as necessary for clarity and to meet needs of office under this or any succeeding subsection. Auxiliary offices submit pertinent data concerning above matters which do not normally come to attention of office covering district headquarters.

## (2) Membership (Bureau file 100-3-68)

- (a) Quarterly reports are not to contain any membership statistics. Cover pages accompanying each quarterly report must contain latest available statistics relating to total number of Communist Party members in the district. Membership data must start on a separate cover page. Office of origin, which is office covering Communist Party district headquarters, should submit following figures:
  - I. For entire Communist Party district
  - II. For individual states covered by Communist Party district
  - III. For number of Communist Party members in area covered by field office

Auxiliary offices should submit following membership figures to the Bureau and office of origin:

- I. For state or portion of state covered by that field office
- II. For number of Communist Party members in the area covered by that field office

- (D) Whether or not defector available for interview by all Agents
- (E) Whether he is in position to testify and willing to do so

III. Do not include information concerning security informants for security reasons.

IV. Proper maintenance of this file will be useful in identifying persons who may be in a position to furnish information of value in the future and will obviate necessity of extensive file reviews in this connection.

V. A special index may be used for this file if desirable. If used, it should contain cards filed alphabetically indicating names, times, and places defectors were in a subversive movement and a brief description of information available from them. Break index down geographically and subdivide by years if desirable.

7. Administrative procedures

[a. Reserve index

(1) Purpose

The reserve index is designed to represent those persons who, in the light of ever-changing conditions, should be continually borne in mind from the standpoint of the security of the country with a view toward possible investigation, interrogation, or action under the security index program. This index may serve as an administrative aid and working index containing a central repository of the names of individuals having sympathy for or affiliation with the Communist Party or other basic revolutionary organizations.

(2) Individuals to be included

This index is to contain names of individuals when, following investigation, the information does not justify the inclusion of the subject's name in the security index when there is evidence of:

- (a) Membership in a basic revolutionary organization subsequent to January 1, 1944, together with some indication of sympathy or association with such an organization or a subversive front organization subsequent to the reported membership and no reliable evidence of defection
- (b) Investigation has failed to substantiate allegations of membership in a revolutionary organization within the past five years, coupled with some evidence or information indicating activity, association, or sympathy for the subversive cause within the same period, and no reliable evidence of defection.
- (c) The individual, within the past five years, by his associations, writings, financial support, or conduct in relation to and support of subversive organizations or the international communist movement is in a position to influence others at the time of a national emergency and no reliable evidence of defection.
- (d) Leadership or substantial activities in a major subversive front group over three years ago, together with some evidence of continuing activity, association, or sympathy for the subversive cause within three years and no reliable evidence of defection
- (e) Membership in a subversive front organization within the past three years and no reliable evidence of defection

## (3) Arrangement

This index is to be maintained in two sections, section A and section B. Each section will be maintained alphabetically on 5- by 8-inch cards.

## (a) Section A

Section A of the reserve index is designed to represent a special group of individuals who should receive priority consideration with respect to investigation and/or other action following the apprehension of security index subjects.

I. Section A should include those individuals whose subversive activities do not bring them within the security index criteria but who, in a time of national emergency, are in a position to influence others against the national interest or are likely to furnish material financial aid to subversive elements due to their subversive associations and ideology. Include in this section those individuals meeting the standards for inclusion in the reserve index and who fall within the following categories:

- (A) Professors, teachers, and educators
- (B) Labor union organizers or leaders
- (C) Writers, lecturers, newsmen, entertainers, and others in the mass media field
- (D) Lawyers, doctors, and scientists
- (E) Other potentially influential persons on a local or national level
- (F) Individuals who could potentially furnish material financial aid

II. Recommendations for inclusion of names in the reserve index (section A)

- (A) Recommendations for inclusion of names in section A of the reserve index are to be submitted to the Bureau by form FD-122a. A succinct summary setting forth the basis for the recommendation should be attached to the form FD-122a. In addition, if no report is accompanying the recommendation, a statement to that effect should appear on the page containing the succinct summary.
- (B) Upon Bureau approval of recommendation for the inclusion of an individual's name in section A of the reserve index, two reserve index cards will be forwarded to the field. [Add] on the reverse side available descriptive data. One card is to be filed in your office, and one card is to be filed away from headquarters city at the same location as the extra set of security index cards are now stored.

III. Periodic review of section A of the reserve index  
Investigations of individuals listed in section A of the reserve index are to be brought to date annually and considered for security index status or retention in the reserve index. Form FD-154 may be used for the annual review by amending it for use in reserve index cases. This investigation should include, as a minimum:

- (A) Verification of residence and employment
- (B) Indices search and file review to determine whether additional investigation is warranted or whether an interview with the individual is desirable
- (C) If additional investigation is conducted or if there is unreported information of a subversive nature contained in the files, submit a report.



- (b) Where potential dangerousness of a subject has been established and inclusion of that subject in security index is warranted, the office of origin shall submit a recommendation for inclusion in security index by submitting form FD-122 to Bureau. Form must be prepared in triplicate. Original and one copy shall be forwarded to Bureau and one copy will be placed in subject's investigative case file.

Nothing should appear on FD-122 or subsequently on the security index card which is not in the subject's case file. Form FD-122 has two uses: (1) to recommend a subject for inclusion in the security index and (2) to submit changes to data which appears on face of security index cards already existent.

Proper selection should be made in the opening paragraph option. FD-122 is submitted with abstract when used to recommend the subject for inclusion in the security index and without abstract when used to indicate additions, deletions, or changes in data appearing on existing cards.

- (c) When form FD-122 is submitted to Bureau recommending inclusion of a name in security index, attach an additional page or pages setting out a succinct summary of facts on which recommendation has been based. Facts must be in detail to clearly reflect soundness of recommendation. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must contain pertinent dates of subject's activities.
- (d) When, at conclusion of investigation, subject's name is not being recommended for security index, set out a brief summary statement in the cover page(s) accompanying closing report[showing]reasons for decision.
- (e) Security index cards shall be recommended by and maintained by office of origin only.
- (f) [A current report must be in possession of the Bureau when subject is recommended for security index. If it is the initial report in the case, it must be a summary report. If, however, prior investigative reports have been submitted which are suitable for dissemination and are appropriately documented, a summary report need not be submitted.]
- (g) To assure that subject recommended for security index will receive proper attention, case shall be kept in pending or pending-inactive status until security index card has been received from Bureau and filed in office security index. If case continues in pending status because of outstanding investigation, reports shall carry a lead to follow authorization of security index card by the Bureau in addition to other leads. If outstanding investigation has been completed and case would otherwise be closed upon submission of the report and form FD-122, case shall be placed in pending-inactive status with lead to follow authorization of security index card by Bureau. In latter instance, upon receipt of Bureau's response, case may be closed administratively.
- (h) Recommendation for security index card should not be delayed because of absence of information concerning race, sex, citizenship, date and place of birth, or description where security index card is warranted. In such instances, recommendation for the card should be submitted with a current report and case retained in pending status with active investigation continuing to determine missing items of information.

- (i) Subjects missing or out of country may be recommended for the security index provided instructions set forth in 87D 6b (3) and (4) are followed. Forms FD-122 submitted on subjects should include data required in 87D 7b (6) (b) IV below.
- (j) When form FD-122 is submitted recommending a security index card be prepared on a subject who is of Chinese extraction, the words "Other - Chinese" must be included in the space on the form calling for a statement as to the subject's race. When form FD-122 is submitted recommending that a security index card be prepared on a person who is not of Chinese extraction but who has shown definite sympathies with communist China, the form should include under "Miscellaneous" a statement to the effect "sympathetic to Communist China."
- (k) Upon receipt of form FD-122 at Bureau, the case of the subject will be reviewed and if recommendation of field is concurred in, security index cards will be prepared. Duplicate copy of form will be returned to office of origin stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." The three cards shall be filed in security index as outlined below. The returned copy of FD-122 shall be placed in subject's main investigative case file. Offices with a geographical breakdown by residence and employment will receive an extra card.
- (l) When security index cards are received from Bureau, data thereon must be checked for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards of similar size to security index cards which are stapled to back of two of the cards. One card will then be filed in the geographical section of office security index (except special section cards and unavailable section cards - see 87D 7b (6) (b) III and IV below), and one card shall be filed in the duplicate security index maintained away from headquarters city. The other card is filed in alphabetical section of security index. No information shall be permanently added, deleted, or changed on face of security index card without complying with instructions set forth below under 87D 7b (8).
- (5) Content and appearance of security index card
  - (a) Data to appear on face of card
    - When complete, face of security index card should contain the following information. If any of items enumerated in I through XIV are missing at time the security index card is made, the case should be continued as pending and investigation conducted to obtain the necessary information. Set forth under each item below are possible categories in which subject may be classified, together with code letters which should be placed in appropriate space on form FD-122 when sending form to Bureau recommending security index card be prepared. Code letters should subsequently appear on security index cards received from Bureau.
    - I. Name and aliases
      - The full and correct name and aliases of the subject must be contained on the security index card. When the true name of a subject or any aliases are changed, added, deleted, or are found to be incorrect, form FD-122 must be submitted [showing] the correct data to be placed on the security index card.

- II. Race  
 White and Caucasian W  
 Negro N  
 Chinese C  
 Others O  
 (All others including Orientals (except Chinese),  
 American Indians, etc.)
- III. Sex  
 Male M  
 Female F
- IV. Citizenship  
 Native born NB  
 Naturalized NA  
 Alien AL  
 (If citizenship status is unknown when security  
 index card is recommended, space should be left  
 blank but status should be ascertained and sub-  
 mitted by FD-122.)
- V. Organizational affiliation or nationalistic tendency  
 Communist Party, USA COM  
 Independent Socialist League ISL  
 Socialist Workers Party SWP  
 Johnson-Forest Group JFG  
 American Socialist Clubs ASC  
 Nationalist Party of Puerto Rico NPR  
 Union Del Pueblo Pro Consti-  
 tuyente De La Republica De  
 Puerto Rico (Union of the  
 People for the Establishment of  
 the Republic of Puerto Rico) UPR  
 Proletarian Party of America PPA  
 Nation of Islam NOI  
 Russian RUS  
 Bulgarian BUL  
 Rumanian RUM  
 Czechoslovakian CZE  
 Hungarian HUN  
 Yugoslavian YUG
- VI. Dangerousness classification (where applicable)  
 Detcom DC
- VII. Key figure and top functionary designation (where applicable)  
 Key figure KF  
 Top functionary TF
- VIII. Special section cards  
 United Nations employees UNE  
 Foreign government employees FGE  
 U. S. Government employees GOV  
 Atomic energy program  
 employees AEP  
 Espionage subjects ESP  
 Pro-Tito subjects YUG
- IX. Unavailable section cards  
 Missing MI  
 Out of country OC  
 Imprisoned PR
- X. Date and place of birth
- XI. Key facility geographical reference number and abbrevi-  
 ation denoting the agency having security responsibility  
 for the key facility obtained from the Department of  
 Defense key facilities list (where applicable)
- XII. Residence address
- XIII. Employment address and any additional data deemed  
 necessary to assist in locating a subject in an  
 emergency. Labor union affiliation, if any.
- XIV. Field office file number

## (b) Data to appear on separate attached card

- I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.
  - (A) Complete description
  - (B) Notation that security index flash notice has been submitted for posting in Identification Division
  - (C) Photograph, with date taken placed below
  - (D) Dangerous characteristics of subject, including notation if subject possesses firearms
  - (E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents
- II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.
- III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

## (6) Arrangement of the security index

## (a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

unequivocal regardless of Yugoslavia's foreign policies.

Standards for inclusion of subjects in the special section of the security index are the same as those for any other potentially dangerous subject.

When submitting a recommendation for preparation of a security index card on an individual falling in one of the above categories, form FD-122 must include the words "Special Section" typed in the upper right portion thereof. The proper category should be typed on FD-122 in the space provided behind the words "MISCELLANEOUS (Specify)."

Security index cards to be placed in the special section shall bear the appropriate code letters in the upper right portion designating the subsection in which the cards should be placed. Upon receipt from the Bureau of the three security index cards of subjects in these categories, the required additional data shall be placed on two which shall be filed alphabetically in the appropriate subsection of the special section. The third card shall be filed in the alphabetical section of the security index. Under no circumstances should special section security index cards be filed in the geographical section of the index.

When a security index subject whose card is maintained in the special section no longer comes within one of the categories of the special section, FD-122 must be submitted with the words "Remove from Special Section" typed in the space provided behind the words "MISCELLANEOUS (Specify)." If the card should be placed in the unavailable section, the statement "Place in Unavailable Section" should be added in this space. When the new cards are received from the Bureau, they should be checked for accuracy and the description and photograph, if available, should be placed on separate cards of similar size and attached to the back of two of the cards. These two cards should then be filed in the geographical or unavailable section (where applicable) and the other card filed in the alphabetical section of the security index. The old cards should be destroyed.

When a special section subject is scheduled for priority apprehension under the detcom program, the special section card shall be appropriately tabbed.

It is not contemplated that subjects of security index cards maintained in the special section will be apprehended under a mass apprehension program. The cases of such subjects shall be given individual attention upon the inception of the apprehension program and the subjects will not be apprehended in the absence of specific Bureau instructions in each case.

#### IV. Unavailable section

Security index cards of individuals who are missing, out of the country, or are imprisoned shall be retained in the unavailable section. This section shall be broken down into three subsections headed by tabs marked "Missing,"

"Out of the Country," and "Imprisoned." The unavailable section shall be maintained in accordance with the following instructions:

(A) Missing subjects

Security index subjects are not to be included in the unavailable section as missing immediately upon determination that they are no longer located at their previously known places of residence or employment. The action required in 87D 6b (3) above must be taken prior to submitting FD-122 placing a subject in the unavailable section as a missing subject. The Bureau must be periodically advised of the investigative steps taken to locate missing security index subjects in accordance with 87D 6b (3).

If the subject is missing, the word "Missing" shall be typed in the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)."

(B) Subjects out of the country

The security index cards of subjects who are found to have departed from the U. S. or Puerto Rico for a foreign country shall be placed in this subsection of the unavailable section of the security index unless their cards should be cancelled in accordance with instructions set forth below under 87D 7b (10) (b).

If the subject is out of the country, the words "Out of the Country" shall be typed in the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)." If the foreign address is known, place it on FD-122 in the space provided for the residence address. If the subject is only known to be in a certain foreign country and his residence there is not known or is only known to be traveling abroad, include this information on FD-122. If the subject's current employment abroad is known, include it on FD-122.

The case of any security index subject who is of the country must be followed at least each month for verification of the subject's address the same as any other security index case, to determine if the subject has returned to this country.

Appropriate stops should be placed with the Immigration and Naturalization Service to be advised of information which may become available to it indicating the subject's return to this country.

(C) Imprisoned subjects

The cards of security index subjects who are found to be imprisoned shall be placed in the unavailable section of the security index.

If the subject is in prison, the word "Imprisoned" shall be typed on the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)." The identity of the institution in which the subject is incarcerated shall be typed in the space provided for the residence address. The space for the business address shall be left blank.

When it is determined that a security index subject is imprisoned, make arrangements with the confining institutions to be informed of the subject's release. An administrative tickler should be set up for a date shortly prior to the expected date of the subject's release to assure that you are informed of the subject's release. Upon receipt of advice of the release of the subject, ascertain whether the subject should be continued in the security index. If so, submit FD-122 in accordance with instructions set forth below.

Standards for inclusion of such subjects in the unavailable section of the security index are the same as those for any other potentially dangerous subject.

When submitting a recommendation for inclusion of a subject in the unavailable section who has not previously been included in the security index or changing an existing security index card from the geographical or special sections to the unavailable section, FD-122 must include the words "Unavailable Section" typed in the upper right portion thereof.

Places of former residence or former employment are not to be included on security index cards of subjects who are missing, who are out of the country, or who are imprisoned inasmuch as such data serves no useful purpose on the card.

Security index cards to be placed in the unavailable section shall bear code letters in the upper right portion designating the subsection in which the cards should be placed. Upon receipt of the three cards from the Bureau for each subject in one of these categories, place the required additional data on two which shall be filed alphabetically in the appropriate subsection of the unavailable section. File the third card in the alphabetical section of the security index.

When a subject who has been included in the unavailable section as a missing subject is located in your office territory or a subject who has been out of the country has returned to your territory or an imprisoned subject has been released, submit FD-122 [showing] the subject's current residence and place of employment. The words "Remove from Unavailable Section" shall be typed in the space provided behind the words "MISCELLANEOUS (Specify)" on FD-122. If the subject's card is to be placed in the special section, the statement "Place in Special Section - Espionage (or Foreign Government Employee, etc.)" should be added in this space. When the new cards are received from the Bureau, they shall be checked for accuracy and the description and photograph, if available, shall be placed on two of the three cards. These two cards shall then be filed in the geographical or special section (where applicable) and the other card shall then be filed in the alphabetical section. The old cards in the unavailable and alphabetical sections shall be destroyed.

When a subject who has been included in the unavailable section is located in another division, FD-128 shall

should be completely filled out just as if a first recommendation is being made, and submitted with a current report. If not, the Bureau should be advised of the reasons for not reactivating his security index card. In either case, cancel the inactive card.

(7) Periodic verification of addresses

- (a) The data recorded on security index cards shall be in an up-to-date status at all times.
- (b) The whereabouts of all security index subjects should be known at all times. The residence and business addresses of all security index subjects except those who are imprisoned must be checked at least once each six months. The case of any security index subject who is out of the country must be followed at least each six months to determine if he has returned to this country.

Perfect arrangements to be advised of any change in the subject's residence and/or business addresses. Periodic checks to verify residence or business addresses may be made under appropriate pretext by telephone, or other expeditious means.

- (c) The physical characteristics and description of each security index subject shall be determined or verified by personal observation and the individual case file of each security index subject shall[show]that this has been done. If a security index subject has not been personally observed previously, this should be done during the next verification of the subject's residence and/or business addresses.
- (d) Use form FD-154 in verifying addresses of security index subjects when its use will facilitate the checking of the addresses. When FD-154 is not used in verifying addresses, a notation must be made on the last FD-154, FD-122, or FD-128 in the subject's case file[showing]the subject's current residence and business addresses and the date such addresses were verified. This must be done to assure that the file will contain all information concerning the status of the case and that the file will come to the attention of the Agent or field supervisor to determine if additional action is warranted at the time of the verification of addresses. Each time that a security index subject's residence and employment are verified, the case must be re-evaluated to assure that the subject is qualified for inclusion in the security index under the criteria for such inclusion. A notation to the effect that the case has been reviewed for this purpose shall be made in the file.
- (e) If it is determined that the residence or business address or both have been changed from those appearing on the security index card, FD-122 should be submitted to the Bureau with the current residence or business address[shown]thereon. In such instances, FD-122 should[show]only the changes to be made on the security index card.
- (f) The project of verifying addresses of security index subjects (other than top functionaries [and]key figures) shall be handled by reopening and assigning the cases for verification and closing the cases administratively upon accomplishment of verifications. Top functionary [and]key figure cases are to be handled as provided in section 87D, 7f, (8). Verifications should also be made at the time of submission of all annual investigative reports and should be reported therein.
- (g) [Deleted]



- (8) Changes, additions, and deletions of data appearing on security index cards
- (a) Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, detcom classification, date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility (see 87D 7c (2) below), residence or business address. Exception: Change office of origin by form FD-128.
  - (b) Insertion or removal of cards from special section or unavailable section should be handled pursuant to 87D 7b (6) (b) III or IV.
  - (c) Temporary handwritten notations may be made on existing security index cards pending receipt of corrected cards from Bureau.
  - (d) Indicate use of FD-122 for changes by checking proper opening paragraph and submit without abstract.
  - (e) Set out only items being changed, added, or deleted. If being deleted, specify "Delete."
  - (f) Upon receipt from Bureau of corrected security index cards with duplicate copy of FD-122 (stamped "Corrected Security Index cards attached. Substitute for cards in file and destroy old cards. Place photograph and description on reverse side of geographical cards."), action to be taken includes:
    - I. Check accuracy of data on cards.
    - II. [Deleted]
    - III. Transfer separate cards with descriptive data and photograph from back of old geographical section cards to back of corrected cards, staple them and file in geographical section. Exception: For special or unavailable section subjects, see 87D 7b (6) (b) III or IV above.
    - IV. File third card in alphabetical section of security index.
    - V. Destroy old cards.
- (9) Movement of subjects between offices and transfers of security index cards
- (a) Subjects of security index cards other than key figures and top functionaries
    - I. Requests to verify addresses of security index subjects from other offices must be assigned immediately and results of investigation to verify the new address must be transmitted to the office of origin within two weeks.
    - II. Office of origin, upon receipt of verification of address, should submit FD-128 immediately transferring office of origin. Forms regarding unavailable section subjects should be prepared in accordance with 87D 7b (6) (b) IV above.
    - III. Submit original and one copy of FD-128 to Bureau. Submit two copies thereof to office covering subject's new address, enclosing copies of all previous reports, other pertinent serials, photograph if available, and security index cards. FD-128 should show full title.
    - IV. Information concerning key facility employment of subject in new office should be furnished by that office to old office of origin so that geographical reference

of the source, date of activity, date received, and name of the Agent receiving the information are known, it is not necessary to request the office originally obtaining the information to document it further by furnishing information showing the location of the original in the office files. If all documentation, except the latter item, is not in the possession of the office preparing the report, it should be obtained.

- V. If it is found desirable to include in a report the identities of individuals who are known communists and have been associates of the subject to lend weight to evidence of the subject's potential dangerousness, only the source of the information showing the associate to be a communist need be identified.

- VI. In a very limited number of instances it may be necessary to obtain a thumbnail sketch or characterization of an individual or organization from another office or the Bureau. When such information is received in your office, it should be placed in thumbnail sketch files so that it will be available to and can be readily located by Agents having future need for it, thereby eliminating repeated requests of another office for the same information.

- g. Channelizing memoranda - destruction of following submission of reports in security cases

Channelizing memoranda in organizational and individual security case files may be destroyed following submission of reports in these cases. In destroying these memoranda, be guided by the following instructions:

- (1) The Agent, at the time he dictates the report, is to prepare a memorandum listing the channelizing memoranda to be destroyed by serial or serial scope and requesting the chief clerk's office to destroy. This memorandum should indicate that pertinent information contained in the serials to be destroyed was incorporated in the report. Use form FD-338 for this purpose.
- (2) The cover pages accompanying the report will list the file and serial number of the original informant reports or master channelizing memoranda.
- (3) In the case of multiple volumes the destruction memorandum should be prepared by the Agent in sufficient numbers so that one copy will appear in each volume of the multiple volume file being shipped.
- (4) Prior to destruction, the Agent's recommendations are to be reviewed and approved by the supervisor at the time he reviews and approves the report.
- (5) Employee destroying the channelizing memoranda must place date of destruction and his initials on the destruction memorandum. Thereafter, this memorandum will be filed in the case file as a permanent record of the serials destroyed.
- (6) Channelizing memoranda [based on confidential investigative techniques] may be destroyed without the necessity of identifying in the cover pages of the report the exact location in the office files of the original information. The use of an asterisk identifies the source and the original information can be readily located.
- (7) Channelizing memoranda of translations of foreign language newspapers and periodicals may be destroyed provided the original translation is maintained in the main file of the publication concerned.
- (8) Do not destroy channelizing memoranda in the following instances:

locate subjects are not to be submitted. The Bureau will closely follow investigative action to locate missing security index subjects.

- II. If you receive indications that the subject went to Mexico or Canada, request the Bureau to alert other appropriate Government agencies to this possibility and to determine any available verifying information through liaison channels.
- III. If the subject is reported to have gone to any other foreign country, the Washington Field Office should be requested to check the records of the Passport Office of the State Department for verification.
- IV. When all logical leads have been exhausted in the case of a missing important functionary, consideration should be given to circularizing all field offices with the subject's photograph and background information for the purpose of alerting the entire field to the identity of the subject. Bureau authority must be obtained before circularization is made. In seeking Bureau authority, advise the Bureau as to the position held by the subject and what efforts have already been made to locate him.

If this procedure is to be effective, its application must necessarily be restrictive in the number of subjects to which it is applied. Therefore, requests to circularize must be made only after every possible lead has been exhausted and then only in the cases of the most important missing functionaries.

- (4) Individuals traveling abroad (Also consider section [105G,] volume IV, of this manual.)

When information is received indicating that

- a subject of a current or past security investigation,
- a past member of a basic revolutionary organization,
- a member since July, 1950, of an organization designated pursuant to Executive Order 10450,
- a member since July, 1950, of an organization declared subversive by the House Committee on Un-American Activities or other legislative committees, or
- a member since July, 1950, of an organization described by reliable informants or sources as being dominated or controlled by one of the basic revolutionary organizations

intends to travel abroad or has already departed this country for foreign travel, take the following action:

- (a) Immediately advise the Bureau in form suitable for dissemination, setting forth complete available details concerning the foreign travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, the exact name under which the passport was issued, the number of the passport, and the office issuing the passport, if known. However, do not delay advising the Bureau of the actual or intended travel while developing the above information as time is of the essence in this matter.
- (b) Set out a lead for the Washington Field Office for a check of the records of the Passport Office, Department of State; however, do not limit efforts to develop above information to a check of such records.

- (D) Whether or not defector available for interview by all Agents
- (E) Whether he is in position to testify and willing to do so
- III. Do not include information concerning security informants for security reasons.
- IV. Proper maintenance of this file will be useful in identifying persons who may be in a position to furnish information of value in the future and will obviate necessity of extensive file reviews in this connection.
- V. A special index may be used for this file if desirable. If used, it should contain cards filed alphabetically indicating names, times, and places defectors were in a subversive movement and a brief description of information available from them. Break index down geographically and subdivide by years if desirable.

## 7. Administrative procedures

## [a. Reserve index

## (1) Purpose

The reserve index is designed to represent those persons who, in the light of ever-changing conditions, should be continually borne in mind from the standpoint of the security of the country with a view toward possible investigation, interrogation, or action under the security index program. This index may serve as an administrative aid and working index containing a central repository of the names of individuals having sympathy for or affiliation with the Communist Party or other basic revolutionary organizations.

## (2) Individuals to be included

This index is to contain names of individuals when, following investigation, the information does not justify the inclusion of the subject's name in the security index when there is evidence of:

- (a) Membership in a basic revolutionary organization subsequent to January 1, 1949, together with some indication of sympathy or association with such an organization or a subversive front organization subsequent to the reported membership and no reliable evidence of defection
- (b) Investigation has failed to substantiate allegations of membership in a revolutionary organization within the past five years, coupled with some evidence or information indicating activity, association, or sympathy for the subversive cause within the same period, and no reliable evidence of defection.
- (c) The individual, within the past five years, by his associations, writings, financial support, or conduct in relation to and support of subversive organizations or the international communist movement is in a position to influence others at the time of a national emergency and no reliable evidence of defection.
- (d) Leadership or substantial activities in a major subversive front group over three years ago, together with some evidence of continuing activity, association, or sympathy for the subversive cause within three years and no reliable evidence of defection
- (e) Membership in a subversive front organization within the past three years and no reliable evidence of defection

## (3) Arrangement

This index is to be maintained in two sections, section A and section B. Each section will be maintained alphabetically on 5- by 8-inch cards.

## (a) Section A

Section A of the reserve index is designed to represent a special group of individuals who should receive priority consideration with respect to investigation and or other action following the apprehension of security index subjects.

I. Section A should include those individuals whose subversive activities do not bring them within the security index criteria but who, in a time of national emergency, are in a position to influence others against the national interest or are likely to furnish material financial aid to subversive elements due to their subversive associations and ideology. Include in this section those individuals meeting the standards for inclusion in the reserve index and who fall within the following categories:

- (A) Professors, teachers, and educators
- (B) Labor union organizers or leaders
- (C) Writers, lecturers, newsmen, entertainers, and others in the mass media field
- (D) Lawyers, doctors, and scientists
- (E) Other potentially influential persons on a local or national level
- (F) Individuals who could potentially furnish material financial aid

II. Recommendations for inclusion of names in the reserve index (section A)

- (A) Recommendations for inclusion of names in section A of the reserve index are to be submitted to the Bureau by form FD-122a. A succinct summary setting forth the basis for the recommendation should be attached to the form FD-122a. In addition, if no report is accompanying the recommendation, a statement to that effect should appear on the page containing the succinct summary.
- (B) Upon Bureau approval of recommendation for the inclusion of an individual's name in section A of the reserve index, two reserve index cards will be forwarded to the field. To these cards should be added the office file number and on the reverse side should be added available descriptive data. One card is to be filed in your office, and one card is to be filed away from headquarters city at the same location as the extra set of security index cards are now stored.

III. Periodic review of section A of the reserve index  
Investigations of individuals listed in section A of the reserve index are to be brought up to date annually and considered for security index status or retention in the reserve index. [Form FD-154 may be used for the annual review by amending it for use in reserve index cases.] This investigation should include, as a minimum:

- (A) Verification of residence and employment
- (B) Indices search and file review to determine whether additional investigation is warranted or whether an interview with the individual is desirable
- (C) If additional investigation is conducted or if there is unreported information of a subversive nature contained in the files, submit a report.

- d. Other Marxist revolutionary groups  
A long-established group which would come under this category is the Proletarian Party of America, a relatively small organization.

There also are a few small groups composed of ex-members of the Communist Party, USA, who have voluntarily left the party or who have been expelled, usually for factionalism.

e. General

Communist investigations must be conducted in a most discreet and thorough manner at all times. Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority. Bureau employees should not discuss communist or related investigations with any unauthorized individual. The subject of communism is not to be used in speeches of Bureau employees without specific authorization. However, there is considerable mimeographed material in each office, including speeches, testimony, and magazine articles prepared by the Director which could be furnished outside individuals interested in the subject of communism without any discussion.

2. Purposes of investigation

- a. The investigation of the Communist Party, USA, and other similar-type organizations is of twofold purpose: (1) to obtain legally admissible evidence against these organizations for prosecution under existing Federal statutes set out above and (2) to follow closely the activities of these organizations from an intelligence viewpoint to have a day-to-day appraisal of the strength, dangerousness, and activities of these organizations seeking the overthrow of the U. S. Government.
- b. Suggestions for proper coverage of the investigation of the Communist Party as an organization and similar organizations should include:
- (1) The assignment of sufficient Agent personnel to insure that all of the important ramifications of party activities are properly covered
  - (2) Development of confidential informants in all party levels, including the national headquarters organization
  - (3) The establishment of trash and mail covers on pertinent headquarters and party functionaries
  - (4) The constant effort to develop admissible evidence against party officials for violation of Federal laws
- [c. Brief to establish illegal status of Communist Party, USA
- (1) Purpose of brief is to collect all legally admissible evidence to prove illegality of party in one file. (Bufile 100-3-74)
  - (2) Reports on brief to establish illegal status must be submitted by each office quarterly and should include only legally admissible evidence obtained during preceding three-month period. (If no information to report, letter may be submitted.)
  - (3) It is advisable to use the following breakdown in preparing reports:
    - (a) Origin and continuity of the party
    - (b) Pertinent statements, writings, and instructions relating to (1) Marxism-Leninism, (2) imperialism, (3) proletarian internationalism, (4) defense of USSR, (5) revolutionary statements
    - (c) Internal Security Act of 1950. Include under this heading any admissible evidence which would tend to prove a violation of section 4(a) of this act.]

## 3. Investigative procedures and suggestions

This section contains detailed investigative guides for use in investigating and reporting activities of the Communist Party, USA.

- a. To accurately and clearly show the true nature of the Communist Party, USA, data concerning the following topics must be fully developed and reported. Reports on the Communist Party, USA, as an organization must be submitted by each office quarterly and should cover activities for the preceding three-month period. All offices are required to use the following breakdown in preparing quarterly reports on the Communist Party, USA. Each subfile caption must start on a separate page.

## (1) Organization (Bureau file 100-3-69)

- (a) Security setup of district and/or state organization. Office covering district headquarters, describe the population, the location, and size of Communist Party office facilities, rent paid, and name and number of office employees.
- (b) Identities and short biographic sketches of principal district officials including chairman, secretary, and other paid and/or important functionaries, together with short resume of important activities of each during three-month period.
- (c) Names of new commissions or special committees, identity and capacity of individual members thereof. Submit resume of activities of groups under appropriate subfile captions.
- (d) Special meetings embracing only organizational matters. Other pertinent matters discussed at meetings concerning policy or strategy to be submitted under appropriate subfile captions.
- (e) Extend this outline as far as necessary for clarity and to meet needs of office under this or any succeeding subsection. Auxiliary offices submit pertinent data concerning above matters which do not normally come to attention of office covering district headquarters.

## (2) Membership (Bureau file 100-3-68)

- (a) [Quarterly reports are not to contain any membership statistics. Cover pages accompanying each quarterly report must contain latest available statistics relating to total number of Communist Party members in the district. Membership data must start on a separate cover page.] Office of origin, which is office covering Communist Party district headquarters, should submit following figures:

- I. For entire Communist Party district
- II. For individual states covered by Communist Party district
- III. For number of Communist Party members in area covered by field office

Auxiliary offices should submit following membership figures to the Bureau and office of origin:

- I. For state or portion of state covered by that field office
- II. For number of Communist Party members in the area covered by that field office

When possible, totals should be broken down as to nationality, race, sex, employment, veterans, and membership in unions. Auxiliary offices which, due to lack of Communist Party activity in their divisions, have been authorized to submit data by quarterly letter should include membership figures in these letters to the Bureau and office of origin. These letters to be submitted by auxiliary offices prior to first day of month in which quarterly report is due. Office of origin responsible to obtain complete figures from its auxiliary offices.

- (b) In preparing estimates, best available informants and sources must be used. Include in cover pages of quarterly reports evaluation of degree of reliability of figures furnished by each source and of final figures submitted. Also include in cover pages total number of individuals positively identified as Communist Party members and total number of individuals tentatively identified as party members [within the twelve-month period immediately preceding the submission of the quarterly report.] In reporting membership figures, information from one source only is not acceptable unless facts are set forth demonstrating information from this source is the most accurate and most reliable information available.
  - (c) Explain in detail any increase or decrease in membership figures previously submitted. Where informants use such terms as "inactive" or "paper" members, their exact understanding of the meaning of the terms used and the number of individuals so described must be clearly explained. Full explanation must be made as to whether individuals so described are included in final membership figures submitted, together with reason for their inclusion or exclusion.
  - (d) Results of membership recruiting drives
  - (e) Make discreet efforts to ascertain results of annual national registration drives.
- (3) Funds (Bureau file 100-3-63)
- (a) Income and expenditures
  - (b) Plans and results of fund drives including:
    - I. Total amount sought by the state Communist Party organization
    - II. Specific amount to be contributed by the state organization to the national committee fund drive
    - III. Specific amount to be contributed by the state organization to "The Worker" fund drive
    - IV. Specific amount to be retained by the state organization after contributing to the national committee and "The Worker" fund drives for use in the state organization's own operations
  - (c) Large contributions by known party groups or front organizations
  - (d) Identity of any new party "angels"
  - (e) Distribution of funds not sent to Communist Party headquarters, such as funds in safe-deposit boxes, separate bank accounts, etc.
  - (f) Any special padding of expense accounts by Communist Party functionaries should be reported.



- (g) Possible violations of state or Federal tax laws
- (h) Disbursements and collections of the "Reserve Fund"
- (i) Receipt of any money from abroad
- (4) Security measures (Bureau file 100-3-84)  
Any activities on the part of the security commission of the district which bring about new or unusual security measures, such as reducing clubs to "group captain systems," destruction of records, use of codes, clandestine meetings, investigations by the party of party members, etc.
- (5) Underground operations (Bureau file 100-3-94)  
Pertinent general information suitable for dissemination relating to underground operations of Communist Party. No information should be included in quarterly reports which would jeopardize informants or special investigative techniques. Current investigations relating to expanded underground operations during period 1951-1953 should be submitted by separate letter under individual case caption and should not be included in quarterly reports except for general information relating to methods of operation.
- (6) Factionalism (Bureau file 100-3-88)
  - (a) Submit pertinent information reflecting that any ranking Communist Party members or group of members have developed views as "left-wing sectarianists" or "right-wing opportunists" inasmuch as the party has a policy of expelling members who develop such views.
  - (b) Unusual disputes or arguments between leading communists in any district should be included in this section.
- (7) International relations (Bureau file 100-3-81)
  - (a) Information relating to communication or contact between Communist Party, USA, and communist parties of other countries
  - (b) Identities of Communist Party officials who plan to travel in foreign countries, including the reason for their travel
  - (c) Reaction of responsible Communist Party officials to events taking place in foreign countries
  - (d) Communist Party strategy and tactics directed to attacks on U. S. foreign policy and support of U. S. S. R. and satellite foreign policy.
- (8) United Nations (Bureau file 100-3-80)
  - (a) Communist Party policy or pertinent information in connection with the United Nations, including such matters as infiltration of the United Nations, contacts by Communist Party officials with representatives to the United Nations
  - (b) Communist Party strategy and tactics directed toward attacking U. S. policy and/or to support U. S. S. R. or satellite policy in the United Nations
- (9) Colonial matters (Bureau file 100-3-77)  
Communist Party policy relating to colonial or semicolonial areas. While much of the information relating to this section will be submitted under "International Relations," this section covers special policy matters concerning colonial affairs, such as Communist Party policy relative to obtaining of independence by colonial people.

- III. Revolutionary statements made by subject showing advocacy of overthrow of Government by force or violence
- (A) [Determine] each statement and [ascertain] full details surrounding each.
  - (B) [Determine] all statements by subject showing complete adherence to principles of Marxism-Leninism or other revolutionary doctrines espoused by subversive groups with which subject is identified.
- IV. All other activities of subject indicating furtherance of program of subversive organizations with which he is associated
- (A) Speeches
  - (B) Writings
  - (C) Organizational directives and/or educational outlines signed by or issued by subject, or issued while subject was officer of organization
  - (D) [Determine] all pertinent contacts between subject and leaders of party.
  - (E) [Ascertain] details concerning the subject's attendance at Lenin School, attendance at training schools of subversive organizations with which subject has been identified, or activity as instructor at such schools.
- V. False statements made by subject including use of aliases. Such evidence obtained from passports, voting, marital records, income tax returns, employment and selective service records, among others, may be in your files.
- VI. Miscellaneous
- [Consider] pertinent items not falling under the above categories.
- (b) So far as possible all reports on individuals should be confined to:
- I. Proof of membership and activity in basic revolutionary organization and/or front organizations with knowledge of purpose thereof
  - II. Information concerning position and importance of subject in subversive movement
  - III. Pertinent background information

Include in security reports only information pertinent to determining whether or not subject is engaged in subversive activities. [Be certain to set out the date or period to which it pertains; e.g., John Doe advised on January 15, 1958, that subject attended Communist Party meetings in January, 1942, in Syracuse, New York.]

- (c) Information suggestive of additional leads and information of particular significance in showing subject's knowledge of and adherence to revolutionary aims of organization or organizations with which he is associated should be fully and carefully reported.
- (d) Each report is to include all information having any pertinency as to whether or not there is justification for security index card. This includes pertinent information concerning background and subversive activities.
- (e) When previous summary reports which have been prepared are not suitable for dissemination because of disclosure of sources, information contained therein should be included in current summary reports with sources fully protected. Each office must be certain that all pertinent information has been incorporated in either a past or current disseminative summary report.
- (f) Frequently information will have been obtained [reporting] subject's presence at numerous meetings of subversive organizations over a period of years. In many instances these facts will have been reported by only one informant. In others, two or three informants will have reported subject's attendance at meetings. The question of pertinency of all such items is dependent upon the weight of all of the evidence obtained against the subject.
- (g) Such repetitious and cumulative items to be specifically set forth in reports may be reduced in number to the point where they will be limited to a representative number of such items. Each such item specifically set forth must be fully documented.
- (h) The number of such items to be included in each instance will be dependent upon the preponderance of other evidence available for inclusion in the report which will lend weight to our case against the subject.
- (i) Selection of such items with regard to period of time will be dependent upon all facts developed against subject. Selection should be based upon the objective of specifically reporting data sufficient to justify continued detention of each subject if apprehended.

When selection of representative number of such items is made, they should be followed by a general statement summarizing any other items furnished by source. The summarizing statement should indicate that source advised during a specified period of time that subject also attended a certain number of other meetings during a certain period.

In the documentation of a summarizing statement set out the file number and serial scope.

- (j) [In connection with periodic reports in security index cases, there are instances in which evidence of extensive activity in subversive organizations will be developed. In these cases it is permissible to report such information in narrative-type statements without indicating exact dates of activity; however, the period of time involved must be shown; e.g., June, 1960 - June, 1961.]

This type reporting is not to be utilized in Smith Act of 1940 cases or Internal Security Act of 1950 cases with the exception of key facility cases. The narrative statements must be statements of facts and not conclusions and information from each source must be reported in separate narrative statements.

- (k) The above instructions in no way remove responsibility for reporting all items of pertinence to the Bureau, bearing in mind the fact that Bureau files must be complete insofar as matters of substance are concerned, nor is responsibility removed for the reporting in detail of information tending to establish a subject's knowledge of the basic aims and purposes of the subversive organizations with which affiliated or information tending to establish that a subject holds revolutionary and/or anarchist beliefs.

In the documentation of narrative statements set forth the location of the original documents in the field office files by the file number and serial scope.]

(10) Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

- I. Reserve index, security index, file numbers and titles of other cases, priority apprehension program, key figure or top functionary status, security index flash notices (FD-165), forms FD-122, FD-122a, FD-128, and FD-128a, and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature

II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:

- (A) That subject is included in the security index
- (B) That data appearing on security index card is current or requires change
- (C) That FD-122 has been submitted to Bureau where security index card changes are necessary
- (D) That a suitable photograph is or is not available
- (E) That consideration has been given to the use of T symbols
- (F) That subject is employed in a key facility and that agencies interested in that facility are specified
- (G) Reason for classifying report
- (H) Dates subject was previously interviewed and reason for not reinterviewing subject
- (I) That subject no longer meets security index criteria and a letter has been directed to the Bureau recommending cancellation of the security index card
- (J) That subject's case has been re-evaluated and reasons are set forth as to why subject's activities continue to fall within security index criteria
- (K) That subject's security index card is or is not tabbed detcom and that subject's activities do or do not warrant detcom tabbing

[III. Form FD-305a containing items pertinent to reserve index subjects will be similarly utilized in connection with the submission of reports in reserve index cases.]

(b) Documentation of reports

I. Deleted

II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.

III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.

IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of Photostats of documents obtained by the other offices and the identity

attend party educational classes and schools within dictates of discretion and without jeopardizing their security.

- (23) Communist Party attempts to infiltrate mass organizations (Bureau file 100-3-106)

Information regarding Communist Party programs and attempts to infiltrate mass organizations, such as parent-teacher associations, church groups, and civic groups

- [(24) Public appearances of party leaders (Bureau file 100-3-114)]

- (a) Identity of national and district functionaries, openly representing the Communist Party, USA, who make public appearances on radio and television and who appear before groups, such as youth, Negro, labor, church, farm, and minority groups

- (b) Date and place of appearance, identity of group sponsoring speaker, and succinct summary of subject matter discussed]

- b. Communist Party, USA - strategy in industry (Bureau file 100-3-89)

A separate case shall be maintained by each office on this basic phase of Communist Party activity. Offices of origin will be the same as in the Communist Party, USA. Reports will be submitted quarterly. Offices with no activity to report may submit letters. The instructions in paragraphs g and h will apply, with the addition of "Strategy in Industry" to the designated captions.

The investigation in this case shall cover all plans, strategy, tactics, and infiltration activities by the Communist Party, USA, directed against all industry, with special emphasis on activities connected with basic and vital industries. Particular attention shall be given to the composition, meetings, plans, and activities of Communist Party industrial and trade-union commissions and industrial and trade-union districts and clubs. Pertinent activities of individual communists charged with Communist Party duties in this field shall be included in reports. The information reported shall be grouped according to the industry involved, rather than according to individual labor unions. Refer to the subsection F on investigation of communist infiltration of labor unions and subsection H on Communist Control Act of 1954 for instructions regarding investigations concerning communist infiltration of specific labor unions.

- c. Any important developments concerning pertinent phases of Communist Party activity, such as certain security measures, important national or regional Communist Party meetings, changes in personnel in national Communist Party organization, underground activities, and other important matters should be brought to attention of Bureau by teletype, airtel, or letter as circumstances may require and later incorporated in quarterly reports. Such information, where pertinent, is disseminated on high level to other Government officials. Each office is to carefully evaluate data thus submitted so Bureau will at all times be advised of important developments and so no unnecessary duplication will result in reporting such information.

- d. Extreme care must be used to assure statements relating to affiliations or membership in proscribed or subversive organization are accurate in all respects. Identification of suspected organizations or individuals with information of a possible subversive nature must be accomplished by showing exact basis for such identification, plus corroboration for same wherever possible. In no case should a person be referred to as a "known communist" unless he is publicly known as such. Whenever an individual other than the subject of a report is mentioned for the purpose of showing subversive activity or sympathy on the part of the subject, the individual so mentioned should be described with an authoritative statement showing the subversive connection; e.g., "Reported by T\_\_\_\_\_ to have been a member of the White Collar Club of the Communist Party in 1945."

- e. Specific requirements relating to Communist Party, USA, investigations  
 (1) New York Office has responsibility of investigating and reporting separately on national committee meetings, national training schools, and other important national meetings. New York is responsible for reporting activities of the New York District.

- f. Socialist Workers Party and other Marxist-Leninist or Trotskyite groups

The New York Office should submit quarterly reports on the Socialist Workers Party designating reports as pending. Separate reports should be submitted: one pertaining to local activities, the other pertaining to activities on a national basis. Auxiliary offices should submit reports each six months and may carry their cases in a pending-inactive status. Reports on less active Marxist-Leninist groups should be submitted semiannually and also may be carried as pending inactive.

- g. Classification - 100

- h. Title and character of communications

- (1) Communist Party, USA

Entitle all communications covering a national convention or national organizational activity of the party:

Communist Party, USA  
 Internal Security - C

Caption all communications covering activities in a particular district:

Communist Party, USA  
 \_\_\_\_\_ District  
 \_\_\_\_\_ Division  
 Internal Security - C

Caption all communications covering activities in states not included in a district:

Communist Party, USA  
 State of \_\_\_\_\_  
 \_\_\_\_\_ Division  
 Internal Security - C

- (2) Socialist Workers Party

Entitle all communications covering a national convention or national organizational activity of the Socialist Workers Party:

Socialist Workers Party  
 Internal Security - SWP

Caption all communications covering activities within a particular field division:

Socialist Workers Party  
 \_\_\_\_\_ Division  
 Internal Security - SWP

- (3) Other Marxist revolutionary groups

All communications covering other Marxist revolutionary groups should carry the name of the organization and the classification, Internal Security; e.g.,

Proletarian Party of America  
 Internal Security - PPA

- II. Race  
 White and Caucasian W  
 Negro N  
 Chinese C  
 Others O  
 (All others including Orientals (except Chinese),  
 American Indians, etc.)
- III. Sex  
 Male M  
 Female F
- IV. Citizenship  
 Native born NB  
 Naturalized NA  
 Alien AL  
 (If citizenship status is unknown when security  
 index card is recommended, space should be left  
 blank but status should be ascertained and sub-  
 mitted by FD-122.)
- V. Organizational affiliation or nationalistic tendency  
 Communist Party, USA COM  
 Independent Socialist League ISL  
 Socialist Workers Party SWP  
 Johnson-Forest Group JFG  
 American Socialist Clubs ASC  
 Nationalist Party of Puerto Rico NPR  
 Union Del Pueblo Pro Consti-  
 tuyente De La Republica De  
 Puerto Rico (Union of the  
 People for the Establishment of  
 the Republic of Puerto Rico) UPR  
 Proletarian Party of America PPA  
 Nation of Islam NOI  
 Russian RUS  
 Bulgarian BUL  
 Rumanian RUM  
 Czechoslovakian CZE  
 Hungarian HUN  
 Yugoslavian YUG
- VI. Dangerousness classification (where applicable)  
 Detcom DC
- VII. Key figure and top functionary designation (where applicable)  
 Key figure KF  
 Top functionary TF
- VIII. Special section cards  
 United Nations employees UNE  
 Foreign government employees FGE  
 U. S. Government employees GOV  
 Atomic energy program  
 employees AEP  
 Espionage subjects ESP  
 Pro-Tito subjects YUG
- IX. Unavailable section cards  
 Missing MI  
 Out of country OC  
 Imprisoned PR
- X. Date and place of birth
- XI. Key facility geographical reference number and abbrevi-  
 ation denoting the agency having security responsibility  
 for the key facility obtained from the Department of  
 Defense key facilities list (where applicable)
- XII. Residence address
- XIII. Employment address and any additional data deemed  
 necessary to assist in locating a subject in an  
 emergency. [Labor union affiliation, if any.]
- XIV. Field office file number  
 (to be added to the face of geographical and alpha-  
 betical security index cards upon receipt from  
 Bureau)



## (b) Data to appear on separate attached card

- I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.
  - (A) Complete description
  - (B) Notation that security index flash notice has been submitted for posting in Identification Division
  - (C) Photograph, with date taken placed below
  - (D) Dangerous characteristics of subject, including notation if subject possesses firearms
  - (E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents
- II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special and unavailable sections.
- III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

## (6) Arrangement of the security index

## (a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The white 5- by 8-inch security index cards are printed by this machine and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

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- (b) Where potential dangerousness of a subject has been established and inclusion of that subject in security index is warranted, the office of origin shall submit a recommendation for inclusion in security index by submitting form FD-122 to Bureau. Form must be prepared in triplicate. Original and one copy shall be forwarded to Bureau and one copy will be placed in subject's investigative case file.

Nothing should appear on FD-122 or subsequently on the security index card which is not in the subject's case file. Form FD-122 has two uses: (1) to recommend a subject for inclusion in the security index and (2) to submit changes to data which appears on face of security index cards already existent.

- Proper selection should be made in the opening paragraph of report. FD-122 is submitted with abstract when used to recommend the subject for inclusion in the security index and without abstract when used to indicate additions, deletions, or changes in data appearing on existing cards.
- (c) When form FD-122 is submitted to Bureau recommending inclusion of a name in security index, attach an additional page or pages setting out a succinct summary of facts on which recommendation has been based. Facts must be in detail to clearly reflect soundness of recommendation. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must contain pertinent dates of subject's activities.
- (d) When, at conclusion of investigation, subject's name is not being recommended for security index, set out a brief summary statement in the cover page(s) accompanying closing report[showing]reasons for decision.
- (e) Security index cards shall be recommended by and maintained by office of origin only.
- (f) [A current report must be in possession of the Bureau when subject is recommended for security index. If it is the initial report in the case, it must be a summary report. If, however, prior investigative reports have been submitted which are suitable for dissemination and are appropriately documented, a summary report need not be submitted.]
- (g) To assure that subject recommended for security index will receive proper attention, case shall be kept in pending or pending-inactive status until security index card has been received from Bureau and filed in office security index. If case continues in pending status because of outstanding investigation, reports shall carry a lead to follow authorization of security index card by the Bureau in addition to other leads. If outstanding investigation has been completed and case would otherwise be closed upon submission of the report and form FD-122, case shall be placed in pending-inactive status with lead to follow authorization of security index card by Bureau. In latter instance, upon receipt of Bureau's response, case may be closed administratively.
- (h) Recommendation for security index card should not be delayed because of absence of information concerning race, sex, citizenship, date and place of birth, or description where security index card is warranted. In such instances, recommendation for the card should be submitted with a current report and case retained in pending status with active investigation continuing to determine missing items of information.

- (i) Subjects missing or out of country may be recommended for the security index provided instructions set forth in 87D 6b (3) and (4) are followed. Forms FD-122 submitted on subjects should include data required in 87D 7b (6) (b) IV below.
- (j) [When form FD-122 is submitted recommending a security index card be prepared on a subject who is of Chinese extraction, the words "Other - Chinese" must be included in the space on the form calling for a statement as to the subject's race. When form FD-122 is submitted recommending that a security index card be prepared on a person who is not of Chinese extraction but who has shown definite sympathies with Communist China, the form should include under "Miscellaneous" a statement to the effect "sympathetic to Communist China."]
- (k) Upon receipt of form FD-122 at Bureau, the case of the subject will be reviewed and if recommendation of field is concurred in, security index cards will be prepared. Duplicate copy of form will be returned to office of origin stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." The three cards shall be filed in security index as outlined below. The returned copy of FD-122 shall be placed in subject's main investigative case file. Offices with a geographical breakdown by residence and employment will receive an extra card.
- (l) When security index cards are received from Bureau, data thereon must be checked for accuracy. Cards will be complete except for field office file number, description, and photograph. Office file number should be placed on face of all cards. Descriptions and photographs are maintained on separate cards of similar size to security index cards which are stapled to back of two of the cards. One card will then be filed in the geographical section of office security index (except special section cards and unavailable section cards - see 87D 7b (6) (b) III and IV below), and one card shall be filed in the duplicate security index maintained away from headquarters city. The other card is filed in alphabetical section of security index. No information other than office file number shall be permanently added, deleted, or changed on face of security index card without complying with instructions set forth below under 87D 7b (8).
- (5) Content and appearance of security index card
  - (a) Data to appear on face of card
 

When complete, face of security index card should contain the following information. If any of items enumerated in I through XIV are missing at time the security index card is made, the case should be continued as pending and investigation conducted to obtain the necessary information. Set forth under each item below are possible categories in which subject may be classified, together with code letters which should be placed in appropriate space on form FD-122 when sending form to Bureau recommending security index card be prepared. Code letters should subsequently appear on security index cards received from Bureau.

    - I. Name and aliases
 

The full and correct name and aliases of the subject must be contained on the security index card. When the true name of a subject or any aliases are changed, added, deleted, or are found to be incorrect, form FD-122 must be submitted reflecting the correct data to be placed on the security index card.

should be completely filled out just as if a first recommendation is being made, and submitted with a current report. If not, the Bureau should be advised of the reasons for not reactivating his security index card. In either case, cancel the inactive card.

(7) Periodic verification of addresses

- (a) The data recorded on security index cards shall be in an up-to-date status at all times.
- (b) The whereabouts of all security index subjects should be known at all times. The residence and business addresses of all security index subjects except those who are imprisoned must be checked at least once each six months. The case of any security index subject who is out of the country must be followed at least each six months to determine if he has returned to this country.

Perfect arrangements to be advised of any change in the subject's residence and/or business addresses. Periodic checks to verify residence or business addresses may be made under appropriate pretext by telephone, or other expeditious means.

- (c) The physical characteristics and description of each security index subject shall be determined or verified by personal observation and the individual case file of each security index subject shall[show]that this has been done. If a security index subject has not been personally observed previously, this should be done during the next verification of the subject's residence and/or business addresses.
- (d) Use form FD-154 in verifying addresses of security index subjects when its use will facilitate the checking of the addresses. When FD-154 is not used in verifying addresses, a notation must be made on the last FD-154, FD-122, or FD-128 in the subject's case file[showing]the subject's current residence and business addresses and the date such addresses were verified. This must be done to assure that the file will contain all information concerning the status of the case and that the file will come to the attention of the Agent or field supervisor to determine if additional action is warranted at the time of the verification of addresses. Each time that a security index subject's residence and employment are verified, the case must be re-evaluated to assure that the subject is qualified for inclusion in the security index under the criteria for such inclusion. A notation to the effect that the case has been reviewed for this purpose shall be made in the file.
- (e) If it is determined that the residence or business address or both have been changed from those appearing on the security index card, FD-122 should be submitted to the Bureau with the current residence or business address[shown]thereon. In such instances, FD-122 should[show]only the changes to be made on the security index card.
- (f) The project of verifying addresses of security index subjects (other than top functionaries [and]key figures) shall be handled by reopening and assigning the cases for verification and closing the cases administratively upon accomplishment of verifications. Top functionary [and]key figure cases are to be handled as provided in section 87D, 7f, (8). Verifications should also be made at the time of submission of all annual investigative reports and should be reported therein.
- (g) [Deleted]

- (8) Changes, additions, and deletions of data appearing on security index cards
- (a) Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, detcom classification, date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility (see 87D 7c (2) below), residence or business address. Exception: Change office of origin by form FD-128.
  - (b) Insertion or removal of cards from special section or unavailable section should be handled pursuant to 87D 7b (6) (b) III or IV.
  - (c) Temporary handwritten notations may be made on existing security index cards pending receipt of corrected cards from Bureau.
  - (d) Indicate use of FD-122 for changes by checking proper opening paragraph and submit without abstract.
  - (e) Set out only items being changed, added, or deleted. If being deleted, specify "Delete."
  - (f) Upon receipt from Bureau of corrected security index cards with duplicate copy of FD-122 (stamped "Corrected Security Index cards attached. Substitute for cards in file and destroy old cards. Place photograph and description on reverse side of geographical cards."), action to be taken includes:
    - I. Check accuracy of data on cards.
    - II. Place office file number on face of all cards.
    - III. Transfer separate cards with descriptive data and photograph from back of old geographical section cards to back of corrected cards, staple them and file in geographical section. Exception: For special or unavailable section subjects, see 87D 7b (6) (b) III or IV above.
    - IV. File [third] card in alphabetical section of security index.
    - V. Destroy old cards.
- (9) Movement of subjects between offices and transfers of security index cards
- (a) Subjects of security index cards other than key figures and top functionaries
    - I. Requests to verify addresses of security index subjects from other offices must be assigned immediately and results of investigation to verify the new address must be transmitted to the office of origin within two weeks.
    - II. Office of origin, upon receipt of verification of address, should submit FD-128 immediately transferring office of origin. Forms regarding unavailable section subjects should be prepared in accordance with 87D 7b (6) (b) IV above.
    - III. Submit original and one copy of FD-128 to Bureau. Submit two copies thereof to office covering subject's new address, enclosing copies of all previous reports, other pertinent serials, [photograph if available, [and security index cards. [FD-128 should show full title.]
    - IV. Information concerning key facility employment of subject in new office should be furnished by that office to old office of origin so that geographical reference

agency responsible for such action. Forward such data to Bureau and incorporate in next report submitted concerning individual in question. Where no investigation has been conducted by Bureau and there is no case on individual being denied clearance, give consideration to opening a security investigation if information received from intelligence agency warrants such action.

- (2) Inclusion in security index /  
In recommending key facility employee for inclusion in security index, FD-122 is to contain:
- (a) Key facility geographical reference number
  - (b) Abbreviation for agency having security responsibility
  - (c) Abbreviations for interested agencies obtained from Department of Defense Key Facilities List. Interested agencies should be identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards returned from Bureau.
  - (d) Abbreviation AEC immediately following abbreviation for agency having security responsibility when abbreviation of responsible agency on key facilities list is followed by asterisk, which denotes Atomic Energy Commission is involved in security responsibility. This data will appear on security index cards returned from the Bureau.

If subject of existing security index card is found to have become employed in a key facility, FD-122 must be submitted to Bureau with above-required key facility data set forth thereon. Case is then to be handled in accordance with instructions set forth below concerning key facility cases.

- (3) [Deleted]
- (4) Dissemination  
Upon receipt of original complaint or allegation concerning key facility employee from source other than interested intelligence agency, a summary of complaint and information concerning the individual should be furnished immediately by [letter] to interested intelligence agency. Intelligence agency should then be advised whether a security investigation is being conducted of the individual and, if investigation is being conducted, that copies of reports will be furnished upon completion of investigation. Letter to intelligence agency should clearly point out that information is unsubstantiated and has not been verified through investigation by FBI.

These instructions do not apply to allegations of espionage or those of such a confidential character as would not ordinarily be disseminated. Such information appearing to be of immediate interest to other intelligence agencies should be submitted to Bureau by most expeditious means, depending upon the circumstances, with a request that the Bureau consider advisability of disseminating it.

Disseminate copies of each report to local representatives of interested intelligence agencies as reflected in key



facilities list, including in all cases the agency having security responsibility. Copies of reports for the Marine Corps should be disseminated locally to ONI.

Dissemination to the Atomic Energy Commission (AEC), Defense Atomic Support Agency (DASA) (formerly Armed Forces Special Weapons Project), the Research and Development Board (RDB), and the Maritime Administration (MA) will be made at the Bureau, and not in the field.

(5) Status of cases

After all active investigation conducted, place in a [closed] status. Forty-five days before report due, make case pending active and check with armed services representative at the key facility, or with other reliable sources, to determine whether subject has access to classified or restricted material.

d. Key figure and top functionary program

(1) General

Purpose of key figure and top functionary program is to select for special attention those individuals in a subversive movement who are of outstanding importance to the effectiveness of the movement.

Key figure and top functionary program is described below as pertaining to the Communist Party, USA. However, it also applies to important individuals active in or on behalf of other basic revolutionary groups.

(2) Key figures

(a) Definition

A key figure is an individual, either a member or non-member of the Communist Party or other basic revolutionary organization, who, by reason of his official position in the organization or his connections with the communist movement and his activities on its behalf, is considered of sufficient importance and potential dangerousness from an internal security standpoint to require immediate apprehension or detention in the event of an emergency. Individuals coming within the following categories shall be considered within the definition of a key figure:

- I. National, district, and state officers and the principal officers of the local clubs of the Communist Party
- II. The principal organizers of the Communist Party
- III. Those communists who are executive officers or outstanding figures in established communist front or controlled organizations, foreign language groups, and Negro organizations infiltrated by communists
- IV. Individuals extensively engaged in communist infiltration of the labor movement, including principal officers of labor organizations who are members of or closely affiliated with the Communist Party. In

VII. Maintenance of key figure list

- (A) Each office must maintain current list of key figures including top functionaries. List may be kept by simple list system, by maintaining a file wherein all additions and deletions to the list are reported, or by a card index system. Maintain key figure list separate from security index.
- (B) Key figures should retain their designation notwithstanding their departure for foreign travel or other circumstances requiring temporary discontinuance of investigation.
- (C) Should a key figure become subject of a security of Government employees investigation, his name should continue to appear on the key figure list, but the investigation shall proceed in accordance with existing instructions governing SGE cases.

VIII. [Deleted]

(3) Top functionaries

(a) Definition

A top functionary is an individual, either a member or a nonmember of the Communist Party, to whom, because of his importance, it is necessary to give continuous investigative attention in order to keep abreast of communism on a national basis in the U. S. Necessarily, such an individual would be on a high policy level in the movement.

The term "top functionary" is not to be construed as requiring that individuals in this category must actually hold official positions in party organizations but shall be given a broad enough construction to include others who are of equal importance because of their influence in the movement itself, or their position and activities outside the party in labor, front, or similar organizations or movements.

(b) Manner of designation

Prior Bureau authority necessary to designate a subject as a top functionary. Submit such recommendation to Bureau by letter containing reasons for the recommendation. Bureau desires to be very selective in this matter and to concentrate on individuals who, on a national basis, are the guiding hands in the communist movement.

At the seat of Government a careful appraisal will be made of the field's recommendation, following which the office will be advised concerning the Bureau's decision on the recommendation.

(c) Regulations governing top functionaries

I. Regulations set forth under (2) (b) above pertaining to key figures relative to photographs, handwriting specimens, security index cards, change of office of origin, detcom tabbing, character of reports, and inclusion in the key figure list apply to individuals designated as top functionaries.

II. Reports

Submit reports on top functionaries quarterly. Make status pending-inactive if there are no outstanding leads for active investigation.

e. Correlation of other investigations with the security index and [reserve]index

Individuals investigated by the Bureau under any character against whom subversive information is developed must be constantly borne in mind for inclusion in the security index and/or [reserve] index.

(1) Espionage and foreign intelligence investigations

Subjects of these investigations must be included in the security index and/or the [reserve]index if they meet the standards for inclusion therein. It is the responsibility of the investigating Agent and field supervising official to make appropriate recommendations for preparation of the security index card and/or the [reserve]index card, whenever appropriate.

(2) Security of Government employees (SGE) investigations

Subjects of all SGE investigations against whom subversive derogatory information has been developed must be considered for inclusion in the security index and/or [reserve]index.

The Agent conducting investigation in the office covering the subject's residence must refer such cases to the field supervisor in charge of the security index program for appropriate handling. Copies of reports [showing] disloyal information must be submitted to the field office covering the subject's residence, when developed by any other office.

When an individual who has previously been investigated under the SGE character is the subject of a security index card and is still employed by the Federal Government or is being considered for Federal employment, the dual character of "Security of Government Employees" and the character of the subject's security case should be used in the report being submitted. This will insure that the reports are referred to the appropriate desks for supervision at the Bureau, as well as in the field. These reports should be written according to the standards prevailing for SGE reports.

Disseminate these dual character reports the same as any other security report. Representatives of other intelligence agencies requesting reports [showing] the actual SGE investigation should be informed to direct the request to their Washington headquarters for referral to the Bureau.

(3) Atomic Energy Act, Voice of America applicant, departmental

applicant, Bureau applicant, and other Bureau investigations  
Subjects of all above investigations against whom subversive information has been developed must be considered for inclusion in the security index and/or the [reserve]index. In each such case the Agent conducting the investigation in the office covering the subject's residence must refer the matter to the field supervisor in charge of the security index program for appropriate handling.

Copies of reports [showing] disloyal information must be submitted to the office covering the subject's residence, whenever developed by another office.

(6) Character

- (a) Key figures and top functionaries  
Internal Security - followed by the letters designating the organizational affiliation or nationalistic tendencies.  
Examples:

Internal Security - C  
Internal Security - SWP

(b) Others

Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.  
Examples:

Security Matter - C  
Security Matter - SWP  
Security Matter - X (native fascist)  
Security Matter - M (miscellaneous)

When a subject is deleted as a key figure, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a key figure, the first report after the designation and all subsequent reports shall bear the internal security character. In any event, if subject is employed in a key facility, add the additional character "Internal Security Act of 1950" if the organizational activity of the subject is of a communist nature.

(7) Deleted

(8) Status

All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:

(a) Top functionaries

I. Pending inactive

- (A) Reports are to be submitted quarterly. Forty-five days prior to the date a quarterly report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

(b) Key figures

I. Pending inactive

- (A) Reports are to be submitted semiannually. Forty-five days prior to the date a semiannual report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

(c) [Deleted]

## (d) Other security index subjects

## I. Closed

- (A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of an annual investigative report. The cases shall be opened and assigned 45 days prior to the date the annual report is due. Such cases shall also be opened and assigned six months after submission of the annual report to accomplish verification of addresses. Upon such verification, the cases should be closed administratively.

## (e) Cases of subjects recommended for security index

## I. Pending inactive

- (A) If all active investigation completed at the time FD-122 forwarded to Bureau  
(B) Lead to follow Bureau for security index card should be set forth.

## II. Closed

- (A) Upon receipt of security index card from Bureau  
(B) Thereafter follow by administrative tickler for investigative report as in (d) above.

## (f) Subjects not in security index who are not to be included therein

## I. Closed

- (A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

## (9) [Content]

- (a) [In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.]

## I. Background

- (A) Birth date  
(B) Citizenship status  
(C) Education  
(D) Marital status  
(E) Military service record (domestic or foreign, including type of discharge, citations, etc.)  
(F) Identification record  
(G) Employment  
(H) Residence  
(I) Status of health (if known)

## II. Connections with Communist Party (or other basic revolutionary groups and/or front organizations)

- (A) Information concerning admission to revolutionary group including sponsors, etc.  
(B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

of the source, date of activity, date received, and name of the Agent receiving the information are known, it is not necessary to request the office originally obtaining the information to document it further by furnishing information showing the location of the original in the office files. If all documentation, except the latter item, is not in the possession of the office preparing the report, it should be obtained.

- V. If it is found desirable to include in a report the identities of individuals who are known communists and have been associates of the subject to lend weight to evidence of the subject's potential dangerousness, only the source of the information showing the associate to be a communist need be identified.

- VI. In a very limited number of instances it may be necessary to obtain a thumbnail sketch or characterization of an individual or organization from another office or the Bureau. When such information is received in your office, it should be placed in thumbnail sketch files so that it will be available to and can be readily located by Agents having future need for it, thereby eliminating repeated requests of another office for the same information.

- g. Channelizing memoranda - destruction of following submission of reports in security cases

Channelizing memoranda in organizational and individual security case files may be destroyed following submission of reports in these cases. In destroying these memoranda, be guided by the following instructions:

- (1) The Agent, at the time he dictates the report, is to prepare a memorandum listing the channelizing memoranda to be destroyed by serial or serial scope and requesting the chief clerk's office to destroy. This memorandum should indicate that pertinent information contained in the serials to be destroyed was incorporated in the report. [Use form FD-338 for this purpose.]
- (2) The cover pages accompanying the report will list the file and serial number of the original informant reports or master channelizing memoranda.
- (3) In the case of multiple volumes the destruction memorandum should be prepared by the Agent in sufficient numbers so that one copy will appear in each volume of the multiple volume file being stripped.
- (4) Prior to destruction, the Agent's recommendations are to be reviewed and approved by the supervisor at the time he reviews and approves the report.
- (5) Employee destroying the channelizing memoranda must place date of destruction and his initials on the destruction memorandum. Thereafter, this memorandum will be filed in the case file as a permanent record of the serials destroyed.
- (6) Technical and microphone surveillance channelizing memoranda may be destroyed without the necessity of identifying in the cover pages of the report the exact location in the office files of the original information. The use of an asterisk identifies the source and the original information can be readily located.
- (7) [Channelizing memoranda of translations of foreign language newspapers and periodicals may be destroyed provided the original translation is maintained in the main file of the publication concerned.]
- (8) Do not destroy channelizing memoranda in the following instances:

locate subjects are not to be submitted. The Bureau will closely follow investigative action to locate missing security index subjects.

- II. If you receive indications that the subject went to Mexico or Canada, request the Bureau to alert other appropriate Government agencies to this possibility and to determine any available verifying information through liaison channels.
- III. If the subject is reported to have gone to any other foreign country, the Washington Field Office should be requested to check the records of the Passport Office of the State Department for verification.
- IV. When all logical leads have been exhausted in the case of a missing important functionary, consideration should be given to circularizing all field offices with the subject's photograph and background information for the purpose of alerting the entire field to the identity of the subject. Bureau authority must be obtained before circularization is made. In seeking Bureau authority, advise the Bureau as to the position held by the subject and what efforts have already been made to locate him.

If this procedure is to be effective, its application must necessarily be restrictive in the number of subjects to which it is applied. Therefore, requests to circularize must be made only after every possible lead has been exhausted and then only in the cases of the most important missing functionaries.

- (4) Individuals traveling abroad (If subject is a resident alien, also consider section 105E, 4, volume IV, of this manual.) When information is received indicating that

[a subject of a current or past security investigation, a past member of a basic revolutionary organization, a member since July, 1950, of an organization designated pursuant to Executive Order 10450, a member since July, 1950, of an organization declared subversive by the House Committee on Un-American Activities or other legislative committees, or a member since July, 1950, of an organization described by reliable informants or sources as being dominated or controlled by one of the basic revolutionary organizations]

intends to travel abroad or has already departed this country for foreign travel, take the following action:

- (a) Immediately advise the Bureau in form suitable for dissemination, setting forth complete available details concerning the foreign travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, the exact name under which the passport was issued, the number of the passport, and the office issuing the passport, if known. However, do not delay advising the Bureau of the actual or intended travel while developing the above information as time is of the essence in this matter.
- (b) Set out a lead for the Washington Field Office for a check of the records of the Passport Office, Department of State; however, do not limit efforts to develop above information to a check of such records.

- (c) In the case of an individual previously the subject of investigation, the case should be brought up to date by the prompt submission of a report in the event there is unreported information contained in the file. If reports have not previously been submitted in the case, a letterhead memorandum summarizing the available subversive data should accompany the initial letter advising the Bureau of the proposed travel.
- (d) Information concerning these subjects' proposed travel abroad, including information concerning their subversive activities, is furnished by the Bureau to the Department of State, Central Intelligence Agency, and legal attaches if the proposed travel is in areas covered by such and, frequently, requests are made of one or all of the above to place stops with appropriate security services abroad to be advised of the activities of these subjects.
- (e) When information is received that an individual with a subversive background [falling within the categories set out previously herein] is forming a tour group for foreign travel or an organization which is considered subversive is sponsoring such a tour, advise appropriate offices under the caption of the tour name or the organization sponsoring the tour of the identities of the individuals participating in the tour and furnish the Bureau a letterhead memorandum suitable for dissemination to the State Department, the Central Intelligence Agency, and appropriate legal attaches, including therein all readily available information pertaining to the tour, such as itinerary, pertinent dates, names of individuals making up the tour with addresses, if available, and a thumbnail sketch of the organization or individual sponsoring the tour.

Letterhead memoranda relating to the tours will be disseminated by the Bureau with a statement that, as individuals participating are identified, recipients will be furnished with memoranda under the individual case caption where those individuals are found to have subversive backgrounds. Therefore, the appropriate field offices should immediately identify and submit individual memoranda concerning such individuals. The details of travel will be replaced by a reference to the memorandum previously prepared under the caption of the organization sponsoring the tour. Prepare individual memoranda only in the cases of individuals with subversive backgrounds [falling within the categories set out previously herein.]

In addition, appropriate offices should submit a letter to the Bureau under the organization caption listing the names of those individuals residing within their territory who are traveling with the tour group and on whom no subversive information is found.



- (f) Advise the Bureau promptly in form suitable for dissemination of a subject's return from travel abroad in those instances in which stops have been placed with security services abroad through the agencies listed above. In instances in which an individual against whom stops have been placed has traveled to any country behind the Iron Curtain, the Bureau shall also be furnished at that time with recommendations as to the desirability of interview of such person and with advice as to whether additional investigation concerning him is contemplated. In the event such an interview is authorized, it shall be conducted promptly and the case shall not be closed until such interview is had and the results thereof submitted in report form.
- (g) In some instances a security investigation of a subject not yet included in the security index may be in progress at the time it is found that the subject has recently departed for a foreign country. If the evidence developed at that time warrants the inclusion of the subject in the security index were it not for the fact that he is outside the U. S., form FD-122 should be submitted recommending his inclusion in the unavailable section of the security index. After all initial investigation is completed, the subject's case will be handled the same as those of other subjects of a similar status who are included in the unavailable section as out of the country.

If the subject is an alien who has been deported or has otherwise permanently departed from the U. S., he should not be included in the security index.

When it is determined that a security index subject has departed for a foreign country, his security index card shall be placed in the unavailable section and his case handled in accordance with the instructions set forth under 87D 7b (6) (b) IV.

(5) Investigative techniques

While it is not possible to enumerate all investigative techniques which can and should be employed in these investigations, there are certain proven techniques which have been used with continued success and should be applied wherever possible.

(a) File reviews

Upon the initiation of a security investigation of an individual, check the office indices and review files thoroughly for any pertinent information on record showing background and subversive activity of each individual subject. Include such information in the initial investigative report.

Once a main security file has been opened for an individual, subsequent information received concerning him should be channelized to that file. The reference cards pertaining to the subject should be consolidated in the indices after each check and review of files has been made.

(b) Security informants

Success of security investigations of individuals is primarily dependent upon a broad confidential informant coverage within every phase of subversive activity. Information and evidence developed through such sources are unsurpassed in value because of possible use not only for intelligence purposes but also as admissible evidence.

(B) During the first contact, the interviewing Agent will introduce himself as a Special Agent of the FBI by use of credentials or badge and will open the conversation by using an appropriate pretext or by reciting the Bureau's responsibilities in the security field and asking the subject whether he can be of assistance to the Government. If the individual has been a member of a basic revolutionary organization and indicates he might cooperate, he may be questioned during the initial contact about his own activities in order to further ascertain the extent to which he will cooperate. This original interview is for the sole purpose of allowing the Agent to determine whether the individual being interviewed might be cooperative.

(e) Prior Bureau authority

- I. Subjects of active current investigations where no interview with prior Bureau authority has previously been conducted
  - II. Closed cases where the subject is on the security index and no prior interview has been conducted
  - III. Subjects of investigations requested by the Bureau, both open and closed, such as applicant-type cases, loyalty cases, etc.
  - IV. Any persons where circumstances indicate a delicate situation exists and a greater than usual risk is involved, such as individuals employed in the newspaper field, educational field, radio and television industry, religious field, publishing houses, labor leaders, and the like. Bureau authority must be requested with respect to situations of this kind even though prior interviews have been had with these interviewees.
  - V. Security subjects who have publicly disclosed previous contacts
  - VI. Subjects of section A reserve index cards
- In any of the above cases, no report need be submitted when requesting Bureau authority to interview a subject of a security investigation except those persons under IV above. This does not relieve you of the responsibility of submitting reports in security cases when due; e.g., annual reports in routine security index cases and six-month reports in key figure cases.
- VII. The request for Bureau authority for the interview should be set forth in the first paragraph of the letter and unless you are recommending a special manner or procedure for conducting the interview, the first paragraph should contain the following statements:

"Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If this subject is cooperative, no affirmative steps will be taken during the initial interview to direct his activities and complete background investigation required by section 107C of the Manual of Instructions [will be] conducted and Bureau will be requested to authorize recontact with subject as a PSI."

[Form FD-336 contains the above statement and may be used in requesting Bureau authority for the interview.]

The above statement in no way precludes interviewing Agents during initial contacts and recontacts from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potentialities as an informant.

- VIII. Letters requesting Bureau authority for the interview must contain the following information, if available:
- (A) Residence address, occupation, employment and race of subject, date and place of birth, citizenship, and status of health
  - (B) Marital status. If married, the occupation, employment, and race of the spouse.
  - (C) Length of time subject a member of or affiliated with subversive organizations and positions he held in such organizations. In cases in which investigation is based on some allegation or circumstances of a security nature other than membership in or affiliation with subversive organizations, facts upon which investigation is predicated should be briefly set forth.
  - (D) If married, information indicating the spouse is or has been a member of or affiliated with subversive groups, the position held in such groups, and the length of time of such membership or affiliation
  - (E) Membership or affiliation of any other close relatives in subversive groups
  - (F) Information regarding defection, expulsion, inactivity, and present sympathies of the subject and, if married, of the spouse
  - (G) What is expected to be gained by the interview
- IX. In each letter, pertinent information, if available, regarding the seven items listed above must be set out under the appropriate number but the above headings need not be restated. If no pertinent data is available regarding any of the items, you should make the appropriate comments after the respective number.
- X. All letters requesting Bureau authority to interview the subject of a security investigation must be personally approved by the SAC.
- XI. One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When unnecessary for Bureau to issue specific instructions or comments in connection with authorizing an interview, the Bureau will approve the request by placing an appropriate rubber-stamp impression on the single-page copy of the incoming letter and return it by routing slip.
- XII. Upon receipt of Bureau authority, the interview must be conducted within [45] days. If this is impossible, advise Bureau of the reasons why the interview was not effected and state that the subject will be contacted within the next [45] days. At the end of the second [45-day] period if the interview has not been conducted, request additional authority. Include in the letters any new information bearing upon the advisability of conducting the interview.
- (f) Preparations for and conduct of interviews
- I. Interviews must be conducted by two Special Agents. An Agent experienced in security investigations who has knowledge of Bureau regulations regarding development of informants must conduct the actual interrogation. Approach need not be made by both Agents at the same time and one Agent may observe from a secure distance. Background of subject and individual circumstances will determine exactly how approach should be handled in each case. Two Agents should be physically present during any interview or contact with known or suspected Nation of Islam members in all types of Bureau cases.
  - II. Preparations for interview must be thorough and conducted so that interviewing Agents will not be compromised, the Bureau will not be embarrassed, and confidential informants will not be exposed.

- (10) Submit semiannual letters March 1 and September 1 under caption "Communist Infiltration of Mass Organizations," Bufile 100-3-106. Set forth desired data utilizing following topical outline and headings:

- (a) I. Data concerning Communist Party program  
Set forth details of data received concerning Communist Party's program, both nationally and locally, to infiltrate mass organizations; steps taken to carry out program; and success being achieved by party.
- (b) II. Organizations concerning which data previously submitted  
[Only] list names and Bureau file numbers, if known, of those organizations concerning which data has been furnished to Bureau since submission of previous semi-annual letter.
- (c) III. Organizations concerning which data being submitted by instant letter  
List the names and Bureau file numbers, if known, of those organizations concerning which data is being submitted with semiannual letter [for the first time.]  
Submit data as enclosure to letter. Utilize five-point outline set out under item (4) above. Submit separate enclosure on each organization listed in this category. Furnish two copies of each enclosure and sufficient copies of cover letter in order that copy of semiannual letter and enclosure can be placed in Bureau file on organization. This will eliminate necessity of submitting summary letter under each individual case caption. Do not use T symbols in enclosure, but set out identity of sources.

- f. Members of law enforcement agencies are not to accompany Bureau Agents during course of security-type investigations without prior Bureau authority.

- g. Photographic surveillances

- (1) No photographic surveillances are to be conducted in communist front organization cases unless it is essential to protect Bureau's interests in internal security field by supplementing live informant coverage of a particular meeting with such a surveillance.
- (2) Request Bureau authority to institute such a surveillance and outline manner in which it will be conducted and supervision which will be afforded it.
- (3) No such surveillances should be instituted without specific Bureau authority.

3. Investigative procedures and suggestions re communist front organizations  
To accurately and clearly show true nature of communist front groups,  
data concerning the following topics, where applicable, should be  
fully developed and reported on:

a. Origin and scope

Date of formation. Circumstances under which founded.  
Determine who in Communist Party instructed organization be set  
up; whether decision to set up group made at meeting of party  
functionaries and, if so, identify functionaries present; identity  
of individual or individuals responsible for organizing group.  
Identify all known chapters, if any, and location thereof.

b. Whether incorporated

Many organizations are incorporated requiring filing of incorporation  
papers with appropriate state officials.

c. Aims and purposes

d. Location of headquarters

e. Officers

List principal officers, board of directors, etc., and appropriate  
characterization of each showing communist affiliation.

f. Membership

Ascertain estimated membership. Whenever possible, secure member-  
ship lists, mailing lists, or other records reflecting affiliation  
with organization. Usually obtainable through informant coverage  
or utilization of various investigative techniques. Secure  
accurate description of all lists to make sure there is no confusion  
as to the exact identity or significance of list being reported on.

g. Official organ, if any, and other literature

(1) May be obtained through confidential mailbox, panel sources,  
and confidential informants

(2) All such literature should be appropriately identified.

(3) At least one copy of each pertinent piece of literature should  
be promptly furnished to Bureau.

h. General activities

i. Finances

Special efforts must be made to locate and monitor bank accounts of  
organizations. Location of bank accounts frequently obtainable  
through confidential informants, credit records, public utility  
records, records of rental agent, and monitoring of other organiza-  
tions' bank accounts.

j. Support given to Communist Party

Preponderance of evidence should be developed reflecting support,  
financial or otherwise, given by the organization to the Communist  
Party.

k. Support received from Communist Party

Preponderance of evidence should be developed reflecting support,  
financial or otherwise, received by the organization from the  
Communist Party.

l. Implementation of Communist Party line

Can usually be shown through comparison of programs and literature  
of organization with those of Communist Party during any particular  
period.

Data concerning above topics can usually be secured through the  
following sources: confidential informants, incorporation records,  
bank records, literature and publications of organization, newspapers,  
public meetings and rallies, confidential investigative techniques,  
various types of public records, panel sources, confidential sources  
and other sources of information, interviews with past or present

locate subjects are not to be submitted. The Bureau will closely follow investigative action to locate missing security index subjects.

- II. If you receive indications that the subject went to Mexico or Canada, request the Bureau to alert other appropriate Government agencies to this possibility and to determine any available verifying information through liaison channels.
- III. If the subject is reported to have gone to any other foreign country, the Washington Field Office should be requested to check the records of the Passport Office of the State Department for verification.
- IV. When all logical leads have been exhausted in the case of a missing important functionary, consideration should be given to circularizing all field offices with the subject's photograph and background information for the purpose of alerting the entire field to the identity of the subject. Bureau authority must be obtained before circularization is made. In seeking Bureau authority, advise the Bureau as to the position held by the subject and what efforts have already been made to locate him.

If this procedure is to be effective, its application must necessarily be restrictive in the number of subjects to which it is applied. Therefore, requests to circularize must be made only after every possible lead has been exhausted and then only in the cases of the most important missing functionaries.

- (4) Individuals traveling abroad[(If subject is a resident alien, also consider section 105E, 4, volume IV, of this manual.)]

When information is received indicating that any individual on whom we have subversive derogatory information intends to travel abroad or has already departed this country for foreign travel, take the following action:

- (a) Immediately advise the Bureau in form suitable for dissemination, setting forth complete available details concerning the foreign travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, the exact name under which the passport was issued, the number of the passport, and the office issuing the passport, if known. However, do not delay advising the Bureau of the actual or intended travel while developing the above information as time is of the essence in this matter.
- (b) Set out a lead for the Washington Field Office for a check of the records of the Passport Office, Department of State; however, do not limit efforts to develop above information to a check of such records.
- (c) In the case of an individual previously the subject of investigation, the case should be brought up to date by the prompt submission of a report in the event there is unreported information contained in the file. If reports have not previously been submitted in the case, a letterhead memorandum summarizing the available subversive data should accompany the initial letter advising the Bureau of the proposed travel.
- (d) Information concerning these subjects' proposed travel abroad, including information concerning their subversive activities, is furnished by the Bureau to the Department of State, Central Intelligence Agency, and legal attaches if the proposed travel is in areas covered by such and, frequently, requests are made of one or all of the above to place stops with appropriate security services abroad to be advised of the activities of these subjects.

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of the source, date of activity, date received, and name of the Agent receiving the information are known, it is not necessary to request the office originally obtaining the information to document it further by furnishing information showing the location of the original in the office files. If all documentation, except the latter item, is not in the possession of the office preparing the report, it should be obtained.

- V. If it is found desirable to include in a report the identities of individuals who are known communists and have been associates of the subject to lend weight to evidence of the subject's potential dangerousness, only the source of the information showing the associate to be a communist need be identified.

- VI. In a very limited number of instances it may be necessary to obtain a thumbnail sketch or characterization of an individual or organization from another office or the Bureau. When such information is received in your office, it should be placed in thumbnail sketch files so that it will be available to and can be readily located by Agents having future need for it, thereby eliminating repeated requests of another office for the same information.

[g. Channelizing memoranda - destruction of following submission of reports in security cases

Channelizing memoranda in organizational and individual security case files may be destroyed following submission of reports in these cases.

In destroying these memoranda, be guided by the following instructions:

- (1) The Agent, at the time he dictates the report, is to prepare a memorandum listing the channelizing memoranda to be destroyed by serial or serial scope and requesting the chief clerk's office to destroy. This memorandum should indicate that pertinent information contained in the serials to be destroyed was incorporated in the report.
- (2) The cover pages accompanying the report will list the file and serial number of the original informant reports or master channelizing memoranda.
- (3) In the case of multiple volumes the destruction memorandum should be prepared by the Agent in sufficient numbers so that one copy will appear in each volume of the multiple volume file being stripped.
- (4) Prior to destruction, the Agent's recommendations are to be reviewed and approved by the supervisor at the time he reviews and approves the report.
- (5) Employee destroying the channelizing memoranda must place date of destruction and his initials on the destruction memorandum. Thereafter, this memorandum will be filed in the case file as a permanent record of the serial destroyed.
- (6) Technical and microphone surveillance channelizing memoranda may be destroyed without the necessity of identifying in the cover pages of the report the exact location in the office files of the original information. The use of an asterisk identifies the source and the original information can be readily located.
- (7) Do not destroy channelizing memoranda in the following instances:

- (a) When the original information is not contained elsewhere in your office
- (b) Serial one of a file regardless of its nature
- (c) Serials containing indexing. It would appear that if indexing was necessary to channelizing memoranda, such indexing would only be done in the main case file as set forth in the title of the communication.
- (d) Serials showing "action" information; e.g., opening, closing, posting, or instructions given by a supervisor to an Agent concerning the case.

The destruction of these channelizing memoranda should be subject to close supervisory control to insure that all pertinent information contained in these memoranda is reported in the investigative report.]

8. Dissemination of data developed in security investigations

The proper utilization of information received by the Bureau is foremost among our responsibilities as an investigative agency. It is the Bureau's duty to keep the proper intelligence agencies informed concerning information of interest to them. Further, information which comes to the attention of the Bureau in connection with the conduct of investigations normally and regularly within the jurisdiction of the Bureau, which information is believed to be of interest to another agency within the executive branch of the Government, should be forwarded to the interested agency unless there are good and compelling reasons not to do so. This is in line with the Delimitations Agreement and Presidential directives which provide for the dissemination to other agencies of information relating to espionage, sabotage, subversive activities, and related matters where the specific agency has a present or potential interest in the information.

Set out hereafter is a summarization of existing Bureau requirements regarding dissemination of security information developed on individuals during the course of regular investigations in the security field. It

should be apparent that all conceivable situations cannot be anticipated. For that reason, the data below should be considered as pertaining to representative situations which occur frequently enough to warrant specific treatment. The basic rule to follow is, of course, that security information must be furnished promptly to interested agencies in the executive branch of the Government and that the term "interested agency" must be interpreted in the light of reason and common sense. Any unusual situations should be brought to the attention of the Bureau promptly for consideration and disposition.

Considerations affecting the national defense in Alaska, Hawaii, and Puerto Rico necessitate that the broadest possible construction be given to the existing requirements of dissemination to the intelligence services located in those areas. The Anchorage, Honolulu, and San Juan Offices should adhere to such policy and effect such dissemination as to discharge fully our responsibilities as laid down in Bureau instructions, together with practices which have been dictated by circumstances within those particular offices.

The material set out below must be read in conjunction with the Manual of Rules and Regulations, [part II,] section 5, which discusses the Bureau's over-all responsibilities in dissemination, together with existing policies, qualifications, and exceptions.

a. Data developed concerning subjects of security investigations and other persons coming within investigative jurisdiction of the Bureau

(1) Aliens and naturalized citizens

Information concerning aliens and naturalized citizens which might have a bearing on the deportation or denaturalization of such individuals should in all instances be forwarded to the Immigration and Naturalization Service. Refer to the Manual of Rules and Regulations, [part II,] section 5. If any doubt exists, the matter should in all instances be resolved in favor of dissemination.

(2) Employees of or persons having regular access to key facilities or employees of plants having contracts with the military services

Dissemination in these cases is treated specifically in section 87D 7c (4) of this manual.

(3) Employees of public utilities (including state and municipal facilities) which are not on the key facilities list or otherwise falling into the category defined in (2) above, and facilities which are or may become engaged in the manufacture of materials vital to the national defense

Dissemination should be made locally to G-2 and, in addition, to other intelligence services if their interest is apparent in individual cases or in specific facilities.

(4) Individuals on inactive duty but who are members of or hold commissions in the reserve branches or National Guard

Dissemination should be made locally to the appropriate military intelligence service. Dissemination to headquarters of the appropriate services will be made at SOG.

(5) Seamen and subjects employed in the maritime industry, including longshoremen and other water-front employees

Dissemination should be made to the Coast Guard on a local level and, when circumstances dictate, to other intelligence agencies, including ONI, which have an interest in the data reported. Appropriate dissemination on a headquarters level will be made at SOG.

(6) Employees of the Federal Government within the purview of Executive Order 10450

No dissemination of the reports in security of Government employees cases may be made in the field. If, however, subject is employed

## (1) Handwriting specimens

- I. If, during the investigation of security matter cases, it is disclosed that samples of the subject's handwriting are readily available, obtain specimens for possible future use and maintain in the file in the field.
- II. A case is not to be left in a pending status merely for the purpose of obtaining handwriting specimens.
- III. Handwriting specimens must be obtained for all key figures and forwarded to the Bureau.

## [(m) Labor union membership

If the subject is being investigated because of Communist Party membership, ascertain the identity of any labor organization of which he is a member and what position he holds in the labor organization, if any. (See section 124, volume IV, of this manual for possible violations involved.)]

## (2) Subversive activity

## (a) Membership or affiliation

Obtain admissible and convincing evidence that the subject is a member of, or affiliated with, one of the basic revolutionary organizations and/or front organizations wherever possible. Such evidence may be either direct or circumstantial, or both. It is not possible to list the innumerable and varied forms in which such evidence may be found. Some of the more common types are:

- I. Oral or written statements or admissions of the subject made publicly or privately to other individuals
- II. Statements of confidential informants and other persons who are in a position to know the facts and can testify to them
- III. Official letterheads and documents of subversive organizations containing information which identifies the subjects with the organizations. This will include membership and dues records wherever obtainable.
- IV. Selective service records in which the subject admits membership in or position with a subversive organization
- V. Attendance at closed meetings and conventions of a subversive organization
- VI. Letters to publications, public officials, or other persons signed by the subject in an official position with a subversive organization or wherein the subject admits membership in or adherence to the principles of a subversive organization
- VII. Recruitment or attempt to recruit members for a subversive organization
- VIII. Solicitations or contributions of funds for subversive organization
- IX. Seeking public office as a candidate for a subversive organization
- X. Association with other individuals who are known to be members of or affiliated with subversive organizations

With regard to the question of membership, attention is directed to section 87H of this manual relating to the provisions of the Communist Control Act of 1954. This act sets out a list of 14 criteria itemized in 87H 2, which should be considered "in determining membership or participation in the Communist Party or any other organization defined in this Act, or knowledge of the purpose or objective of such party or organization...." These criteria include, e.g., listing as a member in organization records, contributions to the organization, and acceptance of organization discipline.

## (b) Knowledge of aims and purposes

Admissible and convincing evidence that the subject knows the aims and purposes of the subversive organizations to overthrow the Government by force and violence should also be obtained. Mere proof of membership in or affiliation with such an organization is not sufficient to prove such knowledge.

Proof that the subject has such knowledge of the revolutionary purposes of the organization may be existent in several forms, several of which are discussed below:

- I. Direct admissible evidence, such as statements made by the subject, or by responsible officials of the subversive organization in the subject's presence at organizational classes or meetings expounding the organization's doctrine in which the necessity or advisability of using force or violence in the overthrow of the Government is asserted, should be obtained, if at all possible.

Occasionally, statements of this nature are available in the subject's writings, sometimes in an indirect or veiled form.

- II. Length of time in a subversive organization
- III. Official positions held in the organization especially in educational, propaganda, or policy-making capacities
- IV. Charter membership in the organization, participation in the original establishment of the organization
- V. Extensive and long-continued participation in various organizational activities
- VI. Attendance or teaching at organization schools or classes, especially leadership classes
- VII. Preparation or distribution of party propaganda
- VIII. Recruiting and fund-raising activities
- IX. Possession of Marxist or revolutionary literature
- X. Urging others to read literature of a revolutionary character, etc.

While none of the above types of evidence may be of sufficient value alone, a combination of a number of them may constitute convincing proof.

It should be remembered that the revolutionary purposes of a subversive organization are frequently cloaked in veiled language or in language significant only to persons familiar with Marxist or revolutionary terminology. Such obscure statements should not be ignored, but should be fully reported as it may be possible in legal proceedings to bring out the significance of such statements through expert witnesses, the testimony of informants, or the introduction of literature clarifying them. Confidential informants and other sources should be carefully interrogated and files thoroughly reviewed for the purpose of developing all revolutionary statements. In such instances, complete details should be obtained, together with all corroborating evidence. The names of all persons present when such statements are made should be ascertained and the facts reported in the individual case file of the person making the statement and of all persons present when the statement was made. The circumstances under which the statement was made should, of course, be ascertained and reported.

(c) Position and importance

- I. Information reflecting the importance of an individual to a subversive organization or movement should be fully developed and reported. The member or affiliate may be dangerous or important because of his position, influence or activities outside the organization, or both. The facts in this regard should be fully developed. The individual may hold an important and strategic position or exercise great influence in a labor organization or other mass organization; in a racial, nationality, youth or other group; in an important front organization; in radio, newspaper, motion picture or other cultural,

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This should be done prior to requesting authority to institute the investigation where sufficient identifying information is not otherwise available.

(b) Contacts during investigation

I. Once Bureau authority is granted to conduct the investigation, it is permissible to contact:

- (A) All established reliable sources, including those connected with the institution of learning
- (B) All individuals not connected with the institution of learning who, consistent with discretion, would be contacted in a usual security case; e.g., neighbors, credit agencies, past employers, etc.
- (C) Registrars

If the registrar is reliable and can be depended upon not to divulge the Bureau's identity, Bureau authority is not needed in these cases to contact the registrar's office to obtain background data useful for identification purposes, to develop other proper investigative leads, or to verify connection with the institution of learning.

II. Superiors of faculty members

No contact should be made with the superiors of a subject who is a member of the faculty since the superiors might take action against the subject as a result of our contact.

III. Students, faculty members, or other employees

If, during the course of an investigation of a subject who is connected with an institution of learning, it is desired to interview a student, faculty member, or other employee of an institution of learning who is not an established reliable source, prior Bureau authority must be obtained. When requesting authority to interview such an individual, that individual's name, position, and a positive statement concerning his discretion and reliability should be furnished to the Bureau.

(c) Receiving voluntary information

These instructions must not deter or prevent the immediate and proper interview of any person connected with an institution of learning who desires of his own volition to furnish information to the Bureau or who desires to be contacted by an Agent.

(2) Subjects not connected with an institution of learning

When the subject of a security-type investigation is not connected with an institution of learning and you desire to interview, in connection with the case, a student, faculty member, or other employee of an institution of learning, prior Bureau authority must be obtained for such an interview unless the student, faculty member, or other employee is an established reliable contact of the office. In requesting authority, the name, position, and a positive statement concerning that person's discretion and reliability should be furnished to the Bureau.

(3) Contacts of foreign establishments

In connection with investigations of contacts of Soviet, satellite, and Yugoslav officials and official establishments, [except for inquiries of reliable established sources,] Bureau authority must be obtained before conducting any inquiries or surveillances at any school, college, or university. Submit complete facts and your recommendation when requesting such authority.

b. U. S. Government employees, individuals having foreign diplomatic or official status, employees of foreign official establishments, employees of the United Nations or international organizations, and members of the armed forces

Should information be received or investigation develop the fact that an individual being investigated under a security caption is or becomes



an employee of the U.S. Government, of a foreign official establishment, of the United Nations or other international organizations, has foreign diplomatic or official status or is a member of the U.S. armed forces, the matter should be immediately reported to the Bureau and no further investigation should be conducted except upon specific Bureau authority.

6. Investigative procedures concerning individuals

a. General

These investigations must be thorough and exhaustive. Obviously, the dangerousness of an individual cannot be determined through cursory investigation. All pertinent information concerning the subject's background and subversive activity must be fully developed and reported to assure an accurate evaluation of his degree of dangerousness.

Due to the intelligence nature of these investigations, discretion must be used at all times to prevent subjects from becoming unduly apprised that they are under investigation by this Bureau.

Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority.

b. Scope of investigations

Set forth below are items which should be obtained during these investigations.

(1) Background

- (a) True name and aliases
- (b) Residence address
- (c) Occupation or business
- (d) Business or employment address
- (e) Citizenship status

Ascertain the citizenship status of the subject as early as possible in the investigation.

I. Alien

- (A) If the subject is an alien, determine the date and place of birth.
- (B) Determine his nationality (that is, the country of which he is a citizen or sovereign of which he is a subject), together with the date, port and vessel or other means of entry into the U.S.
- (C) Determine whether the subject entered as an immigrant or nonimmigrant.
- (D) Ascertain any steps taken toward naturalization and reason for denial of citizenship where such denial exists.
- (E) Ascertain any available facts indicating whether entry into the U.S. was legal or illegal.

II. Naturalized citizen

- (A) Ascertain date and place of birth, nationality prior to naturalization, date, port and vessel or other means of entry into the U.S.
- (B) Ascertain the date when, place and court where, subject was naturalized and any facts tending to indicate fraud or illegality in connection with his naturalization.
- (C) Ascertain the last place of foreign residence, place from which the subject emigrated to the U.S. and the date of such emigration.
- (D) Ascertain any absences from the U.S.

III. Native-born citizen

- (A) Determine date and place of birth.

(f) Nationality background

- I. During the course of investigation, efforts should be made to ascertain from sources contacted the date and place of birth of the subject's parents and spouse and the parents of the spouse.

- II. No investigation should be conducted solely to obtain such information but include such data in the report. Separate reports setting out such data are not desired.

(g) Military record

- I. Determine whether the subject has ever served in the U. S. armed forces.
- II. Determine the time, place, and circumstances of such service, as well as the type of discharge received.
- III. Report information concerning membership in veterans' organizations.
- IV. Determine whether subject ever served in the armed forces of any foreign government, in connection with which available pertinent facts should be obtained.

(h) Close relatives in armed forces

- I. Determine whether the subject has any close relatives in the armed forces or in other positions of trust and confidence, whether public or private, having to do with national defense.

(i) Identification record

- I. Be alert for indications a subject of a security investigation has an identification record[showing] arrests and/or civil data. Local police records should be checked.
- II. When a subject has been approved for the security index[or reserve index A,]submit form FD-165 to request a check of the records of the Identification Division and the posting of a flash notice if fingerprints are found. FD-165 will be returned if a positive identification cannot be made with fingerprints already on file. In such cases, either copies of one or more identification records which may or may not pertain to the subject will be attached or the form will be stamped: "Unable to identify in Ident Division files. Bureau should be furnished fingerprints or additional identifying data."
- III. The office of origin is responsible for effecting identification when a record has been furnished by the Identification Division as being possibly identical. If a positive identification cannot be made, it is not necessary to communicate with the Identification Division.
- IV. Security flash notice (form FD-165)
- (A) Flash notices shall be placed with the Identification Division on security index subjects[and reserve index A subjects]who have identification records. Form FD-165 is used to place and cancel these notices and to obtain a transcript of subject's record.
- (B) Do not maintain a security flash notice for any security index[or reserve index A]subject when no identification record for subject exists in the Identification Division.
- (C) Do not place a security flash notice on a subject of a security investigation who is not included in the security index[or reserve index A.]

- (D) When the office of origin for a security index [or reserve index A] subject against whose identification record a notice has been placed is changed, form FD-128[or FD-128a,] submitted to change office of origin, should[show]that a security flash notice has been posted with the Identification Division. An extra copy of the form FD-128[or FD-128a ] should be specifically sent to the Identification Division in order that its records will[show]the new office of origin to which future records will be[submitted.]
- (E) Cancel a security flash notice when
  - (1) it is learned that the subject of such is deceased or
  - (2) such subject is determined to be no longer of security interest. Do not cancel the security flash notice when a subject is removed from the security index solely by application of the security index criteria.

## (j) Physical description

- I. Obtain and report a detailed physical description.
- II. During the course of the initial investigation in any security-type case, including espionage and nationalistic tendency cases, the physical characteristics and description of the subject shall be determined or verified by personal observation. It is not necessary to observe personally the subject of any case where preliminary investigation determines the basis for opening the case is unfounded.
- III. The subject should be personally observed, if possible, early in the investigation after it is determined that a complete investigation is warranted to develop the extent of a subject's subversive activities and to consider whether the subject's name should be added to the security index. This action should be taken in the course of developing background information to determine the true identity and existence of the subject and to assist in establishing that the subject of the investigation is the person against whom the subversive allegations have been made. Each subject should be personally observed whenever a complete security investigation is conducted even though a security index card is not being recommended at the completion of the investigation.
- IV. Do not delay the submission of form FD-122 recommending the addition of a subject's name to the security index even though it has not been possible to observe personally the subject if it has been determined through investigation that the subject is dangerous or potentially dangerous.
- V. If a security index card is not being recommended after all logical investigation has been conducted and it has not been possible to observe personally the subject during the investigation, the case may be closed even though this has not been done. If a security index card has been recommended and prepared and it has not been possible to personally observe the subject, the case shall remain open until such time as the subject is personally observed, except when it has been determined that the subject is residing outside the continental U. S., Hawaii, Alaska, or Puerto Rico, in which event the case may be closed if there is no other pending investigation and the matter should be followed administratively to be certain that the subject is personally observed upon his return to this country.

## (k) Photograph

- I. Reasonable efforts should be made during the investigation [of a security subject] to obtain a photograph of the subject through usual sources.
- II. [Deleted]
- III. [Cases on security index subjects are to be maintained in a pending status until such time as a suitable photograph is obtained unless circumstances dictate otherwise, in which case the Bureau should be advised.] Once a photograph has been obtained, continue to be alert for the existence of more recent photographs which may become available.
- IV. Do not forward a copy of the photograph to the Bureau unless the subject has been designated a key figure.

(B) During the first contact, the interviewing Agent will introduce himself as a Special Agent of the FBI by use of credentials or badge and will open the conversation by using an appropriate pretext or by reciting the Bureau's responsibilities in the security field and asking the subject whether he can be of assistance to the Government. If the individual has been a member of a basic revolutionary organization and indicates he might cooperate, he may be questioned during the initial contact about his own activities in order to further ascertain the extent to which he will cooperate. This original interview is for the sole purpose of allowing the Agent to determine whether the individual being interviewed might be cooperative.

(e) Prior Bureau authority

- I. Subjects of active current investigations where no interview with prior Bureau authority has previously been conducted
  - II. Closed cases where the subject is on the security index and no prior interview has been conducted
  - III. Subjects of investigations requested by the Bureau, both open and closed, such as applicant-type cases, loyalty cases, etc.
  - IV. Any persons where circumstances indicate a delicate situation exists and a greater than usual risk is involved, such as individuals employed in the newspaper field, educational field, radio and television industry, religious field, publishing houses, labor leaders, and the like. Bureau authority must be requested with respect to situations of this kind even though prior interviews have been had with these interviewees.
  - V. Security subjects who have publicly disclosed previous contacts
  - VI. Subjects of section A reserve index cards
- In any of the above cases, no report need be submitted when requesting Bureau authority to interview a subject of a security investigation except those persons under IV above. This does not relieve you of the responsibility of submitting reports in security cases when due; e.g., annual reports in routine security index cases and six-month reports in key figure cases.
- VII. [The request for Bureau authority for the interview should be set forth in the first paragraph of the letter and unless you are recommending a special manner or procedure for conducting the interview, the first paragraph should contain the following statements:

"Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If this subject is cooperative, no affirmative steps will be taken during the initial interview to direct his activities and complete background investigation required by section 107C of the Manual of Instructions is being conducted and Bureau will be requested to authorize recontact with subject as a PSI."

The above statement in no way precludes interviewing Agents during initial contacts and recontacts from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potentialities as an informant.]

- VIII. Letters requesting Bureau authority for the interview must contain the following information, if available:
- (A) Residence address, occupation, employment and race of subject, date and place of birth, citizenship, and status of health
  - (B) Marital status. If married, the occupation, employment, and race of the spouse.
  - (C) Length of time subject a member of or affiliated with subversive organizations and positions he held in such organizations. In cases in which investigation is based on some allegation or circumstances of a security nature other than membership in or affiliation with subversive organizations, facts upon which investigation is predicated should be briefly set forth.
  - (D) If married, information indicating the spouse is or has been a member of or affiliated with subversive groups, the position held in such groups, and the length of time of such membership or affiliation
  - (E) Membership or affiliation of any other close relatives in subversive groups
  - (F) Information regarding defection, expulsion, inactivity, and present sympathies of the subject and, if married, of the spouse
  - (G) What is expected to be gained by the interview
- IX. In each letter, pertinent information, if available, regarding the seven items listed above must be set out under the appropriate number but the above headings need not be restated. If no pertinent data is available regarding any of the items, you should make the appropriate comments after the respective number.
- X. All letters requesting Bureau authority to interview the subject of a security investigation must be personally approved by the SAC.
- XI. One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When unnecessary for Bureau to issue specific instructions or comments in connection with authorizing an interview, the Bureau will approve the request by placing an appropriate rubber-stamp impression on the single-page copy of the incoming letter and return it by routing slip.
- XII. Upon receipt of Bureau authority, the interview must be conducted within 30 days. If this is impossible, advise Bureau of the reasons why the interview was not effected and state that the subject will be contacted within the next 30 days. At the end of the second 30-day period if the interview has not been conducted, request additional authority. Include in the letters any new information bearing upon the advisability of conducting the interview.
- (f) Preparations for and conduct of interviews
- I. Interviews must be conducted by two Special Agents. An Agent experienced in security investigations who has knowledge of Bureau regulations regarding development of informants must conduct the actual interrogation. Approach need not be made by both Agents at the same time and one Agent may observe from a secure distance. Background of subject and individual circumstances will determine exactly how approach should be handled in each case. Two Agents should be physically present during any interview or contact with known or suspected Nation of Islam members in all types of Bureau cases.
  - II. Preparations for interview must be thorough and conducted so that interviewing Agents will not be compromised, the Bureau will not be embarrassed, and confidential informants will not be exposed.

- (10) Political activities (Bureau file 100-3-72)
  - (a) Political activities in which party is engaged, including names and identities of party member candidates or party-sponsored candidates for public office
  - (b) Details relating to party sponsorship of third party movements
- (11) Legislative activities (Bureau file 100-3-70)
  - (a) Activities of the Communist Party and/or its members in connection with legislation or proposed legislation which affects status of the party or activities of the party and its members
  - (b) Activities of the Communist Party and/or its members in connection with legislation which does not directly affect the party or its members but which party deems expedient to promote so it may appear to be closely aligned or in favor of a worthy cause
- (12) Domestic administration issues (Bureau file 100-3-83)
  - (a) Communist Party activities with relation to domestic administration issues, such as antilynching laws, poll tax, etc. Only the over-all policy of the party in these matters should be included in quarterly reports.
- (13) Negro question (Bureau file 100-3-75)

Communist Party policy and activities of a significant character directed to exploitation of the Negro and his problems. Activities of Negro front organizations should be submitted under appropriate front organization caption and should not be included in Communist Party quarterly reports.
- (14) Youth matters (Bureau file 100-3-76)

Over-all policy and activities of the Communist Party youth commissions relative to infiltration of youth groups and exploitation of youth. Youth front activities should be submitted under appropriate front organization caption and should not be included in Communist Party quarterly reports.
- (15) Women's matters (Bureau file 100-3-78)

Pertinent Communist Party over-all policy and activities of the women's commission relating to the infiltration of women's groups, exploitation of women
- (16) Farmer's matters (Bureau file 100-3-79)

Pertinent Communist Party over-all policy and activities of the farm commission relative to the infiltration of farmer groups, exploitation of farmers, etc.
- (17) Cultural activities (Bureau file 100-3-90)

The cultural commissions are, for the most part, composed of secret members of the party. These commissions propagate the cultural activities of the Communist Party which are displayed primarily through communist front organizations, as well as the carrying out of the Communist Party line in the fields of radio, publishing, education, science, and

arts. Individual members of the cultural sections have close ties in many instances with suspected international communist representatives. The following of this phase of the Communist Party movement is most important to develop the full and complete picture of Communist Party activities.

- (18) Veteran's matters (Bureau file 100-3-73)  
Communist Party policy and activities of a significant character directed toward the exploiting of veterans and their problems
- (19) National group commissions (Bureau file 100-3-91)
  - (a) Activity on the part of various Communist Party national group commissions, including identities of leaders and members of the commissions
  - (b) Special Communist Party policies relating to infiltration of minority groups
- (20) Religion (Bureau file 100-3-82)
  - (a) Communist Party policy relating to its approach to religion or to penetration of established religious groups
  - (b) Any particular vehement statements made against religious bodies by ranking communists
- (21) Pamphlets and publications (Bureau file 100-3-86)
  - (a) Changes in the field division with respect to establishment of new bookstores, increased distribution of party literature, publication of Communist Party literature and pamphlets, and other pertinent information relating to preparation and dissemination of Communist Party literature
  - (b) Forward to Bureau by letter any important Communist Party publications published within a field division. Mention the publication in quarterly report, but do not describe in detail in the report.
- (22) Education (Bureau file 100-3-71)
  - (a) Statements or class material which advocates overthrow of the U. S. Government by force and violence
  - (b) Pertinent evidence and information relating to educational programs of the party. The following are deemed of utmost importance:
    - I. Instructions from national and/or district headquarters relative to the education of both new and experienced members
    - II. Courses or curricula given, together with any educational outlines and assigned or suggested reading. (There should be no long quotations in reports and any exhibits or enclosures should be forwarded to Bureau by separate letter.)
    - III. Important statements and remarks by instructors who should in turn be sufficiently identified so as to establish their status as duly designated or qualified party instructors
    - IV. Succinct digest of notes or memoranda of informants who attend the classes or schools. (Copies of the actual notes or memoranda should be submitted promptly by separate letter.)
    - V. Identities, if available, of members receiving instructions. Concentrate on having confidential informants



attend party educational classes and schools within dictates of discretion and without jeopardizing their security.

- (23) Communist Party attempts to infiltrate mass organizations (Bureau file 100-3-106)

Information regarding Communist Party programs and attempts to infiltrate mass organizations, such as parent-teacher associations, church groups, and civic groups

- [b. Communist Party, USA - strategy in industry (Bureau file 100-3-89)  
A separate case shall be maintained by each office on this basic phase of Communist Party activity. Offices of origin will be the same as in the Communist Party, USA, case. Reports will be submitted quarterly. Offices with no activity to report may submit letters. The instructions in paragraphs g and h will apply, with the addition of "Strategy in Industry" to the designated captions.

The investigation in this case shall cover all plans, strategy, tactics, and infiltration activities by the Communist Party, USA, directed against all industry, with special emphasis on activities connected with basic and vital industries. Particular attention shall be given to the composition, meetings, plans, and activities of Communist Party industrial and trade-union commissions and industrial and trade-union districts and clubs. Pertinent activities of individual communists charged with Communist Party duties in this field shall be included in reports. The information reported shall be grouped according to the industry involved, rather than according to individual labor unions. Refer to the subsection F on investigation of communist infiltration of labor unions and subsection H on Communist Control Act of 1954 for instructions regarding investigations concerning communist infiltration of specific labor unions.]

- c. Any important developments concerning pertinent phases of Communist Party activity, such as certain security measures, important national or regional Communist Party meetings, changes in personnel in national Communist Party organization, underground activities, and other important matters should be brought to attention of Bureau by teletype, airtel, or letter as circumstances may require and later incorporated in quarterly reports. Such information, where pertinent, is disseminated on high level to other Government officials. Each office is to carefully evaluate data thus submitted so Bureau will at all times be advised of important developments and so no unnecessary duplication will result in reporting such information.
- d. Extreme care must be used to assure statements relating to affiliations or membership in proscribed or subversive organization are accurate in all respects. Identification of suspected organizations or individuals with information of a possible subversive nature must be accomplished by showing exact basis for such identification, plus corroboration for same wherever possible. In no case should a person be referred to as a "known communist" unless he is publicly known as such.. Whenever an individual other than the subject of a report is mentioned for the purpose of showing subversive activity or sympathy on the part of the subject, the individual so mentioned should be described with an authoritative statement[showing]the subversive connection; e.g., "Reported by T\_\_\_\_\_ to have been a member of the White Collar Club of the Communist Party in 1945."
- e. Specific requirements relating to Communist Party, USA, investigations
- (1) New York Office has responsibility of investigating and reporting separately on national committee meetings, national training schools, and other important national meetings. New York is responsible for reporting activities of the New York District.

f. Socialist Workers Party and other Marxist-Leninist or Trotskyite groups

The New York Office should submit quarterly reports on the Socialist Workers Party designating reports as pending. Separate reports should be submitted: one pertaining to local activities, the other pertaining to activities on a national basis. Auxiliary offices should submit reports each six months and may carry their cases in a pending-inactive status. Reports on less active Marxist-Leninist groups should be submitted semiannually and also may be carried as pending inactive.

g. Classification - 100

h. Title and character of communications

(1) Communist Party, USA

Entitle all communications covering a national convention or national organizational activity of the party:

Communist Party, USA  
Internal Security - C

Caption all communications covering activities in a particular district:

Communist Party, USA  
District  
Division  
Internal Security - C

Caption all communications covering activities in states not included in a district:

Communist Party, USA  
State of  
Division  
Internal Security - C

(2) Socialist Workers Party

Entitle all communications covering a national convention or national organizational activity of the Socialist Workers Party:

Socialist Workers Party  
Internal Security - SWP

Caption all communications covering activities within a particular field division:

Socialist Workers Party  
Division  
Internal Security - SWP

(3) Other Marxist revolutionary groups

All communications covering other Marxist revolutionary groups should carry the name of the organization and the classification, Internal Security; e.g.,

Proletarian Party of America  
Internal Security - PPA

The above is not all-inclusive. Facts developed in each case will produce information which will be indicative of the necessity for conducting further investigation along lines which will necessitate the use of various investigative techniques to develop the case fully. The successful investigation of an individual will depend upon the resourcefulness of the investigating Agents in developing techniques which will further establish the subversive activity of a subject.

Discretion must be used in those instances in which contact with persons known to the subject is believed desirable. Where such contact is contemplated, the Agent should assure himself of the character, loyalty, and reliability of the person to be contacted concerning the subject by reviewing the office indices and in some instances conducting preliminary inquiry, possibly under pretext, with others to ascertain the character, reliability, and loyalty of the person of whom inquiry concerning the subject is intended.

In conducting security investigations the necessity of obtaining admissible evidence must be continually borne in mind. However, sources furnishing information of a confidential nature are valuable and should be continued and enlarged for the purpose of obtaining information which can be corroborated by other sources which can be disclosed, thus rendering the information admissible as evidence.

The danger of relying upon evidence from only one confidential informant or other source is obvious and every effort should be made to obtain evidence from various types of sources and through various investigative techniques.

Information obtained from one source should be corroborated by contacts with confidential informants, public and private sources, through physical and photographic surveillances and mail covers, review of office files, and other sources. Adequate coordination of information received from confidential sources with active investigation should be maintained at all times. For example, when it is ascertained through one of these sources that an important meeting is to occur, the nature of the meeting should be confirmed if possible by independent sources which can furnish evidence of an admissible character. The meeting should be covered by arrangement for attendance by confidential informants to obtain admissible evidence of the proceedings. The meetings should be placed under physical surveillance, licenses of automobiles parked near the meeting place noted, and attendants identified. If possible and advisable, photographic surveillances should be established. Other types of information received from confidential sources should receive similar attention in order that verification may be made and admissible evidence developed.

(6) Preservation of evidence

- (a) Identify, preserve, and maintain continuity of evidence obtained with a view to its possible admission in Federal proceedings. Identify specifically as to source and date.

- (b) Satisfactory notes or [statements] from informants necessary from which to refresh their recollection in the event they are called upon to testify at some future date. Such notes [and statements] must be in sufficient detail to serve this purpose and must contain no material which would make their use inadvisable or inadmissible.
- (c) Informant's original notes or [statements] not to be blocked, stamped, serialized, or mutilated in any way which would render them unsatisfactory for use in Federal proceedings
- (d) The above applies to Agent's notes taken during surveillances or evidence otherwise obtained by Agents.
- (7) Interviews with subjects of security investigations
  - (a) Purpose
    - I. To determine a subject's sympathies when investigation is inconclusive or to determine whether he continues to adhere to revolutionary doctrines
    - II. To develop information concerning subject's activities and those of others known to him to have been associated with a subversive movement
    - III. To develop security informants
  - (b) Subjects not included in the security index
 

No security investigation of an individual shall be closed unless the subject is included in the security index or consideration given to interviewing him.
  - (c) Security index subjects
    - I. Bureau will not authorize cancellation of a security index card on an individual by reason of inactivity in a subversive movement until he has been interviewed or Bureau advised why an interview is inadvisable or impossible.
    - II. Active subversives should be considered as potential informants. Consider interviews with selected individuals currently active in subversive organizations for development of additional active informants. Proper selection of individuals for interview is most important. They must possess necessary attributes for security informant work.
  - (d) Without Bureau authority the SAC may:
    - I. Authorize interviews with individuals who have not been subjects of security investigations and the available subversive information against them is not sufficient to warrant opening cases at this time
    - II. Grant authority to interview subjects of security cases where the persons have previously been interviewed with prior Bureau authority, provided no change has taken place in the subjects' status and the interviews are conducted under the same conditions as previously authorized
    - III. Authorize interviews of all persons who were the subjects of security investigations where the cases are now closed (This will include persons who were previously on the security index but whose names have been removed and the cases now closed.)
    - IV. In authorizing these interviews no communication to the Bureau will be necessary and if there is a closed file, it should be reopened. If there is no closed file, a new case file of 134 category should be opened. The case should be assigned to an Agent to determine the residence of the subject, to make certain that the subject is identical with the information in the files, and [to determine] his current employment.
      - (A) The Agent to whom the case is assigned will prepare a memorandum for the SAC setting forth the information and requesting authority to conduct an interview with the subject solely for the purpose of determining his attitude toward cooperating with the FBI.

attention to the existence of a security index card for that individual. In all such instances a specific recommendation must be made concerning the cancellation of the card. The card may be destroyed upon receipt of Bureau authority to designate the subject as a [security] informant.

- (f) Subject no longer dangerous or potentially dangerous  
Instructions set out below should be read in conjunction with 87D 6b (7) (c) herein relating to interviews with security index subjects.

Frequently, after a subject is included in the security index, information is received or investigation develops information reflecting that he is no longer a threat to the internal security by reason of defection or expulsion from the subversive movement, membership in or affiliation with which was the reason for placing him in the security index. Such defection may be reflected by lack of activity and obvious disinterest over an extended period of time or upon declaration of opposition to the principles of the subversive movement. The latter may manifest itself in declarations by a subject in the presence of confidential informants or other sources, statements to the press, or actual contact with Bureau representatives and admission of previous subversive activity.

When sufficient information is at hand regarding subject's present sympathies to reach conclusion that he should no longer be scheduled for apprehension as a dangerous subversive, request authority to interview subject or advise Bureau of reasons why subject should not be interviewed. Bureau will not cancel security index card without consideration being given to interview of subject. See 87D 6b (7) (c) and (d).

If, upon interview, subject proves cooperative to extent that his security index card should be cancelled, advise Bureau by letter of results together with a recommendation for cancellation which must be approved by Bureau.

- (g) Subjects removed from security index solely upon basis of application of security index criteria, with no affirmative indication of defection

As security index cases are reviewed upon reopening in the field, there will be instances in which removal will be required by application of the security index criteria set out in 87D 7b (3). With the passage of time, limits specified in criteria will operate to remove certain subjects even though there is no affirmative indication of defection.

Although these subjects will in fact be removed from security index, the following procedure should be followed to allow for possible future reference to these cases.

- I. When subjects are removed from security index solely on basis of application of security index criteria as cases are reopened and reviewed in the field, retain security index cards pertaining to such subjects bearing the descriptive matter on reverse sides; i.e., the cards previously filed in geographical, special, or unavailable sections. Destroy cards previously filed in alphabetical section. Those offices maintaining two sets of geographical cards under provisions of 87D 7b (6) (b) I should retain but one card in each instance, destroying second geographical card as well as card previously filed in alphabetical section.

- II. Mark canceled across face of each such card being retained and file it in the reserve index.
- III. Consider whether the subject's name should be placed in section A of the reserve index. If his name should be included in section A, submit form FD-122a.
- [IV. The above instructions do not apply in the case of individuals removed from the security index based upon activity in the Nation of Islam. Security index cards in such cases should be destroyed.]

(h) Subjects of Chinese extraction

In any communication recommending cancellation of a security index card on a subject of Chinese extraction, such communication must contain the words "Other - Chinese." This regulation relates specifically to those subjects placed on the security index following a recommendation submitted in accordance with the instructions contained in section 87D 7b (4) (j) above.

(ii) Priority apprehension program (DETCOM)

(a) Purpose

Many individuals included in security index because of their training, violent tendencies, or prominence in subversive activity are extremely dangerous and would be more inclined to commit or capable of committing overt acts against the U. S. in time of national emergency than would others in security index. Degree of dangerousness of such individuals is so pronounced that in interest of security they must be immobilized in the least possible time prior to others in security index. The administrative procedure developed to make apprehensions on a priority basis is referred to as the detcom program. Subjects designated for priority apprehension are referred to as detcom subjects.

Individuals in security index tabbed detcom would be arrested first in event of a limited but grave emergency, probably without the arrest of other security index subjects.

In an all-out emergency, all subjects whose names are in the security index will be considered for immediate apprehension.

Subjects tabbed for detcom should comprise a hard core of subversives. Each individual case should stand on its own merits and decision to consider subjects for priority of apprehension should be based on subject's subversive activities and revolutionary tendencies.

(b) Subjects to be tabbed detcom

Each security index subject should be considered for detcom tabbing (priority of arrest) who falls within one or more of following categories:

I. All top functionaries and key figures

II. Currently active communists or members of any basic revolutionary organization (active within past year) when there is evidence of one or more of following:

- (A) Activity as local organizers or leaders in the organization
- (B) Special training at Lenin School or Far Eastern Institute in Moscow
- (C) Experience as picket captains, strong-arm men, or active participation in violent strikes, riots, or demonstrations
- (D) Violent statements or strong revolutionary tendencies as shown by their activities

- (j) In reporting activities of a subject since January 1, 1949, a greater percentage of repetitious and cumulative items and in most instances all such items should be specifically reported.

It will be particularly incumbent upon the reporting Agent to report specifically such items in those cases in which there is little information[indicating]subversive activity of a subject since January 1, 1949. In those cases in which there is an enormous number of such items, you may be more liberal in the selection of those items to be reported specifically.

(10) Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

- I. [Reserve]index, security index, file numbers and titles of other cases, priority apprehension program, key figure or top functionary status, security index flash notices (FD-165), forms FD-122,[FD-122a,]FD-128, and [FD-128a,]and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature

- II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:
- (A) That subject is included in the security index
  - (B) That data appearing on security index card is current or requires change
  - (C) That FD-122 has been submitted to Bureau where security index card changes are necessary
  - (D) That a suitable photograph is or is not available
  - (E) That consideration has been given to the use of T symbols
  - (F) That subject is employed in a key facility and that agencies interested in that facility are specified
  - (G) Reason for classifying report
  - (H) Dates subject was previously interviewed and reason for not reinterviewing subject
  - (I) That subject no longer meets security index criteria and a letter has been directed to the Bureau recommending cancellation of the security index card
  - (J) That subject's case has been re-evaluated and reasons are set forth as to why subject's activities continue to fall within security index criteria
  - (K) That subject's security index card is or is not tabbed detcom and that subject's activities do or do not warrant detcom tabbing

[III. Form FD-305a containing items pertinent to reserve index subjects will be similarly utilized in connection with the submission of reports in reserve index cases.]

(b) Documentation of reports

I. Deleted

II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.

III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.

IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of Photostats of documents obtained by the other offices and the identity



- (3) By force or violence, or  
By assassination of any officer of such government  
It will be necessary to show:

- (a) The identity and official capacity of such officer
- (b) The identity of persons conspiring to assassinate, or actually assassinating such officer
- (c) Full details surrounding the assassination or attempted assassination
- (d) Reasons for the assassination, and ends to be gained by such assassinations, or

b. Printed, published, edited, issued, or circulated

- (1) The person with the intent to cause the overthrow or destruction of the Government of the U.S., or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof
- (2) Printed, published, edited, issued, circulated, sold, distributed, or publicly displayed written or printed matter
- (3) Advocating, advising, or teaching the duty, necessity, desirability, or propriety of overthrowing or destroying the Government

of the U. S. by force or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof, or

c. Organized society, group, or assembly

- (1) The person organized, or helped organize a society, group, or assembly of persons
- (2) Which taught, advocated, or encouraged the overthrowing or destruction of the Government of the U. S., or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof
- (3) By force or violence, or
- (4) The person became a member of, or affiliated with such society, group, or assembly of persons
- (5) Knowing the purpose thereof

B. SUBMISSION TO THE BUREAU OF SUBVERSIVE DEROGATORY INFORMATION ON INDIVIDUALS

1. To insure the proper discharge of the Bureau's responsibility to furnish information at the seat of Government at the request of other agencies and to have it available at the seat of Government when such requests are received from other agencies, the Bureau must be promptly furnished, for indexing purposes by offices covering the national and local headquarters of the various subversive organizations, the names of, and identifying data concerning, persons affiliated with and becoming affiliated with the following types of organizations listed below.

- a. Basic revolutionary organizations or groups
  - Communist Party, USA
  - Socialist Workers Party
  - Independent Socialist League
  - Proletarian Party of America
  - Other Marxist revolutionary organizations including splinter groups, if any, of the preceding four organizations
  - Nationalist Party of Puerto Rico
- b. Nationalist and fascist-type groups
- c. Front organizations of 1, a and b above, including those
  - (1) Cited by the Attorney General
  - (2) Cited or declared by the House Committee on Un-American Activities or by any of the various legislative committees
  - (3) Described as such or as an organization dominated or controlled by one of the basic revolutionary organizations or groups by security informants or other sources of known reliability

Such lists should include the organization's membership list and any other record showing affiliation.

2. Field offices obtaining information concerning such affiliation of individuals residing outside their territory must expeditiously furnish such information to the office covering the address of the person.
3. The information should be submitted to the Bureau in duplicate by letter captioned with the title of the organizational case file, for example, "Communist Party, USA, \_\_\_\_\_ District, \_\_\_\_\_ Division; Internal Security - C" or "International Workers Order, \_\_\_\_\_ Division; Internal Security - C" and should clearly indicate that the list is being furnished to the Bureau for indexing purposes only.
4. Information received from all sources, including that received from trash covers, confidential sources, highly confidential sources, reports of security informants and sources, and public and other sources, should be reviewed to insure that the Bureau has been furnished in the past and will be furnished in the future lists of all individuals (together with identifying data) affiliated with all organizations set forth in 1 a, b, and c.
5. In forwarding such information to the Bureau, the offices should incorporate, insofar as possible, information concerning a number of individuals in one letter. The letter should contain sufficient identifying data concerning each individual to enable the Bureau to identify that individual

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attention to the existence of a security index card for that individual. In all such instances a specific recommendation must be made concerning the cancellation of the card. The card may be destroyed upon receipt of Bureau authority to designate the subject as a [security] informant.

- (f) Subject no longer dangerous or potentially dangerous. Instructions set out below should be read in conjunction with 87D 6b (7) (c) herein relating to interviews with security index subjects.

Frequently, after a subject is included in the security index, information is received or investigation develops information reflecting that he is no longer a threat to the internal security by reason of defection or expulsion from the subversive movement, membership in or affiliation with which was the reason for placing him in the security index. Such defection may be reflected by lack of activity and obvious disinterest over an extended period of time or upon declaration of opposition to the principles of the subversive movement. The latter may manifest itself in declarations by a subject in the presence of confidential informants or other sources, statements to the press, or actual contact with Bureau representatives and admission of previous subversive activity.

When sufficient information is at hand regarding subject's present sympathies to reach conclusion that he should no longer be scheduled for apprehension as a dangerous subversive, request authority to interview subject or advise Bureau of reasons why subject should not be interviewed. Bureau will not cancel security index card without consideration being given to interview of subject. See 87D 6b (7) (c) and (d).

If, upon interview, subject proves cooperative to extent that his security index card should be cancelled, advise Bureau by letter of results together with a recommendation for cancellation which must be approved by Bureau.

- (g) Subjects removed from security index solely upon basis of application of security index criteria, with no affirmative indication of defection

As security index cases are reviewed upon reopening in the field, there will be instances in which removal will be required by application of the security index criteria set out in 87D 7b (3). With the passage of time, limits specified in criteria will operate to remove certain subjects even though there is no affirmative indication of defection.

Although these subjects will in fact be removed from security index, the following procedure should be followed to allow for possible future reference to these cases.

- I. When subjects are removed from security index solely on basis of application of security index criteria as cases are reopened and reviewed in the field, retain security index cards pertaining to such subjects bearing the descriptive matter on reverse sides; i.e., the cards previously filed in geographical, special, or unavailable sections. Destroy cards previously filed in alphabetical section. Those offices maintaining two sets of geographical cards under provisions of 87D 7b (6) (b) I should retain but one card in each instance, destroying second geographical card as well as card previously filed in alphabetical section.

- II. Mark canceled across face of each such card being retained and file it in the [reserve] index.
- III. [Consider whether the subject's name should be placed in section A of the reserve index. If his name should be included in section A, submit form FD-122a.]

- (h) Subjects of Chinese extraction  
In any communication recommending cancellation of a security index card on a subject of Chinese extraction, such communication must contain the words "Other - Chinese." This regulation relates specifically to those subjects placed on the security index following a recommendation submitted in accordance with the instructions contained in section 87D 7b (4) (j) above.

(11) Priority apprehension program (DETCOM).

(a) Purpose

Many individuals included in security index because of their training, violent tendencies, or prominence in subversive activity are extremely dangerous and would be more inclined to commit or capable of committing overt acts against the U. S. in time of national emergency than would others in security index. Degree of dangerousness of such individuals is so pronounced that in interest of security they must be immobilized in the least possible time prior to others in security index. The administrative procedure developed to make apprehensions on a priority basis is referred to as the detcom program. Subjects designated for priority apprehension are referred to as detcom subjects.

Individuals in security index tabbed detcom would be arrested first in event of a limited but grave emergency, probably without the arrest of other security index subjects.

In an all-out emergency, all subjects whose names are in the security index will be considered for immediate apprehension.

Subjects tabbed for detcom should comprise a hard core of subversives. Each individual case should stand on its own merits and decision to consider subjects for priority of apprehension should be based on subject's subversive activities and revolutionary tendencies.

(b) Subjects to be tabbed detcom

Each security index subject should be considered for detcom tabbing (priority of arrest) who falls within one or more of following categories:

- I. All top functionaries and key figures
- II. Currently active communists or members of any basic revolutionary organization (active within past year) when there is evidence of one or more of following:
  - (A) Activity as local organizers or leaders in the organization
  - (B) Special training at Lenin School or Far Eastern Institute in Moscow
  - (C) Experience as picket captains, strong-arm men, or active participation in violent strikes, riots, or demonstrations
  - (D) Violent statements or strong revolutionary tendencies as shown by their activities

## VII. Maintenance of key figure list

- (A) Each office must maintain current list of key figures including top functionaries. List may be kept by simple list system, by maintaining a file wherein all additions and deletions to the list are reported, or by a card index system. Maintain key figure list separate from security index.
- (B) Key figures should retain their designation notwithstanding their departure for foreign travel or other circumstances requiring temporary discontinuance of investigation.
- (C) Should a key figure become subject of a security of Government employees investigation, his name should continue to appear on the key figure list, but the investigation shall proceed in accordance with existing instructions governing SGE cases.

## VIII. Transmitting list of key figures to Bureau

- (A) Submit list of key figures to the Bureau by letter on April 1 and October 1 each year. Letter should list key figures alphabetically and set forth in separate columns after each name the following:
  - i. Status of case
  - ii. [Deleted]
  - iii. Whether a photograph has been sent to the Bureau
  - iv. Whether a handwriting specimen has been sent to the Bureau
  - v. Any position held in the Communist Party or other basic revolutionary organizations and in any labor union
- (B) List only the most important offices in the party or union if subject holds several, or the most important office he holds in a front organization if no party office is held.
- (C) Caption letter as are all letters submitted in the main Communist Party case for each field office; viz., "Communist Party, USA, \_\_\_\_\_ District, New York Division, Internal Security - C, Key Figure List."

## (3) Top functionaries

## (a) Definition

A top functionary is an individual, either a member or a nonmember of the Communist Party, to whom, because of his importance, it is necessary to give continuous investigative attention in order to keep abreast of communism on a national basis in the U. S. Necessarily, such an individual would be on a high policy level in the movement.

The term "top functionary" is not to be construed as requiring that individuals in this category must actually hold official positions in party organizations but shall be given a broad enough construction to include others who are of equal importance because of their influence in the movement itself, or their position and activities outside the party in labor, front, or similar organizations or movements.

## (b) Manner of designation

Prior Bureau authority necessary to designate a subject as a top functionary. Submit such recommendation to Bureau by letter containing reasons for the recommendation. Bureau desires to be very selective in this matter and to concentrate on individuals who, on a national basis, are the guiding hands in the communist movement.



At the seat of Government a careful appraisal will be made of the field's recommendation, following which the office will be advised concerning the Bureau's decision on the recommendation.

(c) Regulations governing top functionaries

I. Regulations set forth under (2) (b) above pertaining to key figures relative to photographs, handwriting specimens, security index cards, change of office of origin, detcom tabbing, character of reports, and inclusion in the key figure list apply to individuals designated as top functionaries.

II. Reports

Submit reports on top functionaries quarterly. Make status pending-inactive if there are no outstanding leads for active investigation.

e. Correlation of other investigations with the security index and [reserve]index

Individuals investigated by the Bureau under any character against whom subversive information is developed must be constantly borne in mind for inclusion in the security index and/or [reserve]index.

(1) Espionage and foreign intelligence investigations

Subjects of these investigations must be included in the security index and/or the [reserve]index if they meet the standards for inclusion therein. It is the responsibility of the investigating Agent and field supervising official to make appropriate recommendations for preparation of the security index card and/or the [reserve]index card, whenever appropriate.

(2) Security of Government employees (SGE) investigations

Subjects of all SGE investigations against whom subversive derogatory information has been developed must be considered for inclusion in the security index and/or [reserve]index.

The Agent conducting investigation in the office covering the subject's residence must refer such cases to the field supervisor in charge of the security index program for appropriate handling. Copies of reports [showing] disloyal information must be submitted to the field office covering the subject's residence, when developed by any other office.

When an individual who has previously been investigated under the SGE character is the subject of a security index card and is still employed by the Federal Government or is being considered for Federal employment, the dual character of "Security of Government Employees" and the character of the subject's security case should be used in the report being submitted. This will insure that the reports are referred to the appropriate desks for supervision at the Bureau, as well as in the field. These reports should be written according to the standards prevailing for SGE reports.

Disseminate these dual character reports the same as any other security report. Representatives of other intelligence agencies requesting reports [showing] the actual SGE investigation should be informed to direct the request to their Washington headquarters for referral to the Bureau.

(3) Atomic Energy Act, Voice of America applicant, departmental applicant, Bureau applicant, and other Bureau investigations

Subjects of all above investigations against whom subversive information has been developed must be considered for inclusion in the security index and/or the [reserve]index. In each such case the Agent conducting the investigation in the office covering the subject's residence must refer the matter to the field supervisor in charge of the security index program for appropriate handling.

Copies of reports [showing] disloyal information must be submitted to the office covering the subject's residence, whenever developed by another office.

- (j) In reporting activities of a subject since January 1, 1949, a greater percentage of repetitious and cumulative items and in most instances all such items should be specifically reported.

It will be particularly incumbent upon the reporting Agent to report specifically such items in those cases in which there is little information[indicating]subversive activity of a subject since January 1, 1949. In those cases in which there is an enormous number of such items, you may be more liberal in the selection of those items to be reported specifically.

(10) Administrative data

(a) General

All references to the following items, all administrative in nature, should be contained in cover pages accompanying reports:

- I. [Reserve]index, security index, file numbers and titles of other cases, priority apprehension program, key figure or top functionary status, security index flash notices (FD-165), forms FD-122, [FD-122a,]FD-128, and [FD-128a,]and Bureau instruction for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature

- II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, the cover pages accompanying the report shall include as the last page form FD-305, appropriately checked, which form contains items pertaining to the following:
- (A) That subject is included in the security index
  - (B) That data appearing on security index card is current or requires change
  - (C) That FD-122 has been submitted to Bureau where security index card changes are necessary
  - (D) That a suitable photograph is or is not available
  - (E) That consideration has been given to the use of T symbols
  - (F) That subject is employed in a key facility and that agencies interested in that facility are specified
  - (G) Reason for classifying report
  - (H) [Dates subject was previously interviewed and] reason for not reinterviewing subject
  - (I) That subject no longer meets security index criteria and a letter has been directed to the Bureau recommending cancellation of the security index card
  - (J) That subject's case has been re-evaluated and reasons are set forth as to why subject's activities continue to fall within security index criteria
  - (K) That subject's security index card is or is not tabbed detcom and that [subject's] activities do or do not warrant detcom tabbing

(b) Documentation of reports

- I. Deleted
- II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in the cover page(s) accompanying report to the Bureau.
- III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in the past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation [revealed] that subject, according to reliable records, such as birth records, school records, or records of the Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.
- IV. During the preparation of summary reports it is often found that information being incorporated into a report was originally obtained by another office and all of the necessary information for complete documentation will not be in the possession of the office preparing the report. In such an instance, if the office preparing the report is in possession of Photostats of documents obtained by the other offices and the identity

During the first contact, the interviewing Agent will introduce himself as a Special Agent of the FBI by use of credentials or badge and will open the conversation by using an appropriate pretext or by reciting the Bureau's responsibilities in the security field and asking the subject whether he can be of assistance to the Government. If the individual has been a member of a basic revolutionary organization and indicates he might cooperate, he may be questioned during the initial contact about his own activities in order to further ascertain the extent to which he will cooperate. This original interview is for the sole purpose of allowing the Agent to determine whether the individual being interviewed might be cooperative.

(e) Prior Bureau authority

- I. Subjects of active current investigations where no interview with prior Bureau authority has previously been conducted
- II. Closed cases where the subject is on the security index and no prior interview has been conducted
- III. Subjects of investigations requested by the Bureau, both open and closed, such as applicant-type cases, loyalty cases, etc.
- IV. Any persons where circumstances indicate a delicate situation exists and a greater than usual risk is involved, such as individuals employed in the newspaper field, educational field, radio and television industry, religious field, publishing houses, labor leaders, and the like. Bureau authority must be requested with respect to situations of this kind even though prior interviews have been had with these interviewees.
- V. Security subjects who have publicly disclosed previous contacts

In any of the above cases, no report need be submitted when requesting Bureau authority to interview a subject of a security investigation except those persons under IV above. This does not relieve you of the responsibility of submitting reports in security cases when due; for example, annual reports in routine security index cases and six-month reports in key figure cases.

- VI. Letters requesting Bureau authority for the interview must contain the following information, if available:
  - (A) Residence address, occupation, employment and race of subject, date and place of birth, citizenship, and status of health
  - (B) Marital status. If married, the occupation, employment, and race of the spouse.
  - (C) Length of time subject a member of or affiliated with subversive organizations and positions he held in such organizations. [In cases in which investigation is based on some allegation or circumstances of a security nature other than membership in or affiliation with subversive organizations, facts upon which investigation is predicated should be briefly set forth.]
  - (D) If married, information indicating the spouse is or has been a member of or affiliated with subversive groups, the position held in such groups, and the length of time of such membership or affiliation

- (F) Membership or affiliation or any other close relatives in subversive groups
  - (F) Information regarding defection, expulsion, inactivity, and present sympathies of the subject and, if married, of the spouse
  - (G) What is expected to be gained by the interview
- VII. In each letter, pertinent information, if available, regarding the seven items listed above must be set out under the appropriate number but the above headings need not be restated. If no pertinent data is available regarding any of the items, you should make the appropriate comments after the respective number.
- VIII. In addition, unless you are recommending a special manner or procedure for conducting the interview, such as interviewing under pretext, the last paragraph of each letter should contain the following statement: "Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects." The last paragraph should also contain the statement: "If this subject is cooperative, no affirmative steps will be taken during the initial interview to direct his activities and complete background investigation required by section 107C of the Manual of Instructions is being conducted and Bureau will be requested to authorize recontact with subject as a PSI." This statement in no way precludes interviewing Agents during initial contacts and recontacts from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potentialities as an informant.
- IX. All letters requesting Bureau authority to interview the subject of a security investigation must be personally approved by the SAC.
- X. [One of the required copies of the letter to the Bureau should consist only of the first page of the letter.] When unnecessary for Bureau to issue specific instructions or comments in connection with authorizing an interview, the Bureau will approve [the request] by placing an appropriate rubber-stamp impression on [the single-page] copy of the incoming letter and return [it] by routing slip.
- XI. Upon receipt of Bureau authority, the interview must be conducted within 30 days. If this is impossible, advise Bureau of the reasons why the interview was not effected and state that the subject will be contacted within the next 30 days. At the end of the second 30-day period if the interview has not been conducted, request additional authority. Include in the letters any new information bearing upon the advisability of conducting the interview.
- (f) Preparations for and conduct of interviews
- I. Interviews must be conducted by two Special Agents. An Agent experienced in security investigations who has knowledge of Bureau regulations regarding development of informants must conduct the actual interrogation. Approach need not be made by both Agents at the same time and one Agent may observe from a secure distance. Background of subject and individual circumstances will determine exactly how approach should be handled in each case. Two Agents should be physically present during any interview or contact with known or suspected Nation of Islam members in all types of Bureau cases.
  - II. Preparations for interview must be thorough and conducted so that interviewing Agents will not be compromised, the Bureau will not be embarrassed, and confidential informants will not be exposed.

Communist Party, review of field office : pretext interviews, surveillances, Special Agents attending mass meetings, etc.

4. Internal Security Act of 1950

To insure successful proceedings against a communist front organization under this act, a preponderance of admissible evidence must be secured to [show] extent to which

- a. Persons active in management, direction, or supervision of an organization are active in management, direction, or supervision, or as representatives, of
- b. Its support, financial or otherwise, is derived from
- c. Its funds, resources, or personnel are used to further or promote objectives of
- d. Positions taken or advanced by it from time to time do not deviate from those of

Any communist-action organization, communist foreign government, or the world communist movement.

5. Panel sources

a. Purpose

To develop potential witnesses who will be willing to obtain and introduce legally admissible evidence re subversive nature of organizations in future prosecutive action

b. Program

- (1) Since Special Agent and active security informant testimony is undesirable, field should recruit panel of potential witnesses locally. Some may be found among American Legion contacts, plant informants, former and exposed security informants, etc.
- (2) Panel members should attend public rallies and meetings, as well as obtain literature of organizations they are covering.
- (3) To aid panelists, exhibit photographs of individuals they will most likely encounter at front organization functions.
- (4) Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, the same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants. (See section 107, volume IV, of this manual.)

- (5) Legitimate expenses incurred by panel members should be reimbursed in same manner as security informants.
- (6) Eliminate inactive, ineffective, or unsatisfactory panelists on a continuing basis. At time of submission of semiannual letter, office panel should be reviewed to make certain all such panelists have been removed.

- (7) Identities of panelists should be concealed.

c. Administrative handling

- (1) Check prospective panelists through office indices, local police department, credit records, and established informants. If no undesirable information is developed, initial contact may be made with panelist to ascertain cooperativeness.
- (2) Submit names of cooperative panelists to Bureau by letter outlining complete background and recommendation as to inclusion in office panel. [One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When approving the field's recommendation, this single-page copy will be stamped "Approved" by Bureau and will be returned.] Be certain such individuals are not plants and will consider relationship with Bureau in confidence.

- (3) Open 134 file when active investigation of prospective panelist is initiated. When preliminary investigation completed and Bureau has approved panelist, close file administratively if panelist is not contacted regularly.

Regular contacts with panelists should be noted in their respective files.

- (4) Only Agents designated should handle panelists.  
(5) Every four months submit letter of justification to Bureau requesting continuation of payments to panel source. See section 107N, [3b,] volume IV, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.

- (6) Gifts to sources shall not be reclaimed as blue slip items. Summary letter captioned "Panel Source Program" (Bufile 134-1113) to be prepared and submitted to Bureau March 25 and September 25 each year. Use following topical outline:

- (a) Status of program  
Include progress in panel development. [Show] total number of new panelists developed and total number of panelists discontinued during six months' period.  
(b) Total number panel sources active  
(c) Names of organizations covered  
(d) Number and identities of panelists redesignated to informant or potential informant status since institution of panel program

d. Suggestion

Designate, where practicable, coordinating Agent to maintain roster of current panel members and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and communist publications; e.g., "The Worker."

6. Classification - 100

7. Character - Internal Security - letters for organizational activity or nationalistic tendency; e.g., (C), (SWP), (Miscellaneous), etc.

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locate subjects are not to be submitted. The Bureau will closely follow investigative action to locate missing security index subjects.

- II. If you receive indications that the subject went to Mexico or Canada, request the Bureau to alert other appropriate Government agencies to this possibility and to determine any available verifying information through liaison channels.
- III. If the subject is reported to have gone to any other foreign country, the Washington Field Office should be requested to check the records of the Passport Office of the State Department for verification.
- IV. When all logical leads have been exhausted in the case of a missing important functionary, consideration should be given to circularizing all field offices with the subject's photograph and background information for the purpose of alerting the entire field to the identity of the subject. Bureau authority must be obtained before circularization is made. In seeking Bureau authority, advise the Bureau as to the position held by the subject and what efforts have already been made to locate him.

If this procedure is to be effective, its application must necessarily be restrictive in the number of subjects to which it is applied. Therefore, requests to circularize must be made only after every possible lead has been exhausted and then only in the cases of the most important missing functionaries.

(4) Individuals Traveling Abroad

When information is received indicating that any individual on whom we have extensive derogatory information intends to travel abroad or has already departed this country for foreign travel, take the following action:

- (a) Immediately advise the Bureau in form suitable for dissemination, setting forth complete available details concerning the foreign travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, the exact name under which the passport was issued, the number of the passport, and the office issuing the passport, if known. However, do not delay advising the Bureau of the actual or intended travel while developing the above information as time is of the essence in this matter.
- (b) Set out a lead for the Washington Field Office for a check of the records of the Passport Office, Department of State; however, do not limit efforts to develop above information to a check of such records.
- (c) In the case of an individual previously the subject of investigation, the case should be brought up to date by the prompt submission of a report in the event there is unreported information contained in the file. If reports have not previously been submitted in the case, a letterhead memorandum summarizing the available subversive data should accompany the initial letter advising the Bureau of the proposed travel.
- (d) Information concerning these subjects' proposed travel abroad, including information concerning their subversive activities, is furnished by the Bureau to the Department of State, Central Intelligence Agency, and legal attaches if the proposed travel is in areas covered by such and, frequently, requests are made of one or all of the above to place stops with appropriate security services abroad to be advised of the activities of these subjects.

[(e) When information is received that an individual with a subversive background is forming a tour group for foreign travel or an organization which is considered subversive is sponsoring such a tour, advise appropriate offices under the caption of the tour name or the organization sponsoring the tour of the identities of the individuals participating in the tour and furnish the Bureau a letterhead memorandum suitable for dissemination to the State Department, the Central Intelligence Agency, and appropriate legal attaches, including therein all readily available information pertaining to the tour, such as itinerary, pertinent dates, names of individuals making up the tour with addresses, if available, and a thumbnail sketch of the organization or individual sponsoring the tour.

Letterhead memoranda relating to the tours will be disseminated by the Bureau with a statement that, as individuals participating are identified, recipients will be furnished with memoranda under the individual case caption where those individuals are found to have subversive backgrounds. Therefore, the appropriate field offices should immediately identify and submit individual memoranda concerning such individuals. The details of travel will be replaced by a reference to the memorandum previously prepared under the caption of the organization sponsoring the tour. Prepare individual memoranda only in the cases of individuals with subversive backgrounds.

In addition, appropriate offices should submit a letter to the Bureau under the organization caption listing the names of those individuals residing within their territory who are traveling with the tour group and on whom no subversive information is found.]

- (f) Advise the Bureau promptly in form suitable for dissemination of a subject's return from travel abroad in those instances in which stops have been placed with security services abroad through the agencies listed above. In instances in which an individual against whom stops have been placed has traveled to any country behind the Iron Curtain, the Bureau shall also be furnished at that time with recommendations as to the desirability of interview of such person and with advice as to whether additional investigation concerning him is contemplated. In the event such an interview is authorized, it shall be conducted promptly and the case shall not be closed until such interview is had and the results thereof submitted in report form.
- (g) In some instances a security investigation of a subject not yet included in the security index may be in progress at the time it is found that the subject has recently departed for a foreign country. If the evidence developed at that time warrants the inclusion of the subject in the security index were it not for the fact that he is outside the U. S., form FD-122 should be submitted recommending his inclusion in the unavailable section of the security index. After all initial investigation is completed, the subject's case will be handled the same as those of other subjects of a similar status who are included in the unavailable section as out of the country.

If the subject is an alien who has been deported or has otherwise permanently departed from the U. S., he should not be included in the security index.

When it is determined that a security index subject has departed for a foreign country, his security index card shall be placed in the unavailable section and his case handled in accordance with the instructions set forth under 87D 7b (6) (b) IV.

(5) Investigative techniques

While it is not possible to enumerate all investigative techniques which can and should be employed in these investigations, there are certain proven techniques which have been used with continued success and should be applied wherever possible.

(a) File reviews

Upon the initiation of a security investigation of an individual, check the office indices and review files thoroughly for any pertinent information on record showing background and subversive activity of each individual subject. Include such information in the initial investigative report.

Once a main security file has been opened for an individual, subsequent information received concerning him should be channeled to that file. The reference cards pertaining to the subject should be consolidated in the indices after each check and review of files has been made.

(b) Security informants

Success of security investigations of individuals is primarily dependent upon a broad confidential informant coverage within every phase of subversive activity. Information and evidence developed through such sources are unsurpassed in value because of possible use not only for intelligence purposes but also as admissible evidence.

(B) During the first contact, the interviewing Agent will introduce himself as a Special Agent of the FBI by use of credentials or badge and will open the conversation by using an appropriate pretext or by reciting the Bureau's responsibilities in the security field and asking the subject whether he can be of assistance to the Government. If the individual has been a member of a basic revolutionary organization and indicates he might cooperate, he may be questioned during the initial contact about his own activities in order to further ascertain the extent to which he will cooperate. This original interview is for the sole purpose of allowing the Agent to determine whether the individual being interviewed might be cooperative.

(e) Prior Bureau authority

- I. Subjects of active current investigations where no interview with prior Bureau authority has previously been conducted
- II. Closed cases where the subject is on the security index and no prior interview has been conducted
- III. Subjects of investigations requested by the Bureau, both open and closed, such as applicant-type cases, loyalty cases, etc.
- IV. Any persons where circumstances indicate a delicate situation exists and a greater than usual risk is involved, such as individuals employed in the newspaper field, educational field, radio and television industry, religious field, publishing houses, labor leaders, and the like. Bureau authority must be requested with respect to situations of this kind even though prior interviews have been had with these interviewees.
- V. Security subjects who have publicly disclosed previous contacts
- [VI. Subjects of section A reserve index cards]  
In any of the above cases, no report need be submitted when requesting Bureau authority to interview a subject of a security investigation except those persons under IV above. This does not relieve you of the responsibility of submitting reports in security cases when due; for example, annual reports in routine security index cases and six-month reports in key figure cases.
- VII. Letters requesting Bureau authority for the interview must contain the following information, if available:
  - (A) Residence address, occupation, employment and race of subject, date and place of birth, citizenship, and status of health
  - (B) Marital status. If married, the occupation, employment, and race of the spouse.
  - (C) Length of time subject a member of or affiliated with subversive organizations and positions he held in such organizations. In cases in which investigation is based on some allegation or circumstances of a security nature other than membership in or affiliation with subversive organizations, facts upon which investigation is predicated should be briefly set forth.
  - (D) If married, information indicating the spouse is or has been a member of or affiliated with subversive groups, the position held in such groups, and the length of time of such membership or affiliation

- (E) Membership or affiliation of any other close relatives in subversive groups
  - (F) Information regarding defection, expulsion, inactivity, and present sympathies of the subject and, if married, of the spouse
  - (G) What is expected to be gained by the interview
- VIII. In each letter, pertinent information, if available, regarding the seven items listed above must be set out under the appropriate number but the above headings need not be restated. If no pertinent data is available regarding any of the items, you should make the appropriate comments after the respective number.
- IX. In addition, unless you are recommending a special manner or procedure for conducting the interview, such as interviewing under pretext, the last paragraph of each letter should contain the following statement: "Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects." The last paragraph should also contain the statement: "If this subject is cooperative, no affirmative steps will be taken during the initial interview to direct his activities and complete background investigation required by section 107C of the Manual of Instructions is being conducted and Bureau will be requested to authorize recontact with subject as a PSI." This statement in no way precludes interviewing Agents during initial contacts and recontacts from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potentialities as an informant.
- X. All letters requesting Bureau authority to interview the subject of a security investigation must be personally approved by the SAC.
- XI. One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When unnecessary for Bureau to issue specific instructions or comments in connection with authorizing an interview, the Bureau will approve the request by placing an appropriate rubber-stamp impression on the single-page copy of the incoming letter and return it by routing slip.
- XII. Upon receipt of Bureau authority, the interview must be conducted within 30 days. If this is impossible, advise Bureau of the reasons why the interview was not effected and state that the subject will be contacted within the next 30 days. At the end of the second 30-day period if the interview has not been conducted, request additional authority. Include in the letters any new information bearing upon the advisability of conducting the interview.
- (f) Preparations for and conduct of interviews
- I. Interviews must be conducted by two Special Agents. An Agent experienced in security investigations who has knowledge of Bureau regulations regarding development of informants must conduct the actual interrogation. Approach need not be made by both Agents at the same time and one Agent may observe from a secure distance. Background of subject and individual circumstances will determine exactly how approach should be handled in each case. Two Agents should be physically present during any interview or contact with known or suspected Nation of Islam members in all types of Bureau cases.
  - II. Preparations for interview must be thorough and conducted so that interviewing Agents will not be compromised, the Bureau will not be embarrassed, and confidential informants will not be exposed.

- (D) Whether or not defector available for interview by all Agents
- (E) Whether he is in position to testify and willing to do so

III. Do not include information concerning security informants for security reasons.

IV. Proper maintenance of this file will be useful in identifying persons who may be in a position to furnish information of value in the future and will obviate necessity of extensive file reviews in this connection.

V. A special index may be used for this file if desirable. If used, it should contain cards filed alphabetically indicating names, times, and places defectors were in a subversive movement and a brief description of information available from them. Break index down geographically and subdivide by years if desirable.

7. Administrative procedures.

[a. Reserve index

(1) Purpose

The reserve index is designed to represent those persons who, in the light of ever-changing conditions, should be continually borne in mind from the standpoint of the security of the country with a view toward possible investigation, interrogation, or action under the security index program. This index may serve as an administrative aid and working index containing a central repository of the names of individuals having sympathy for or affiliation with the Communist Party or other basic revolutionary organizations.

(2) Individuals to be included

This index is to contain names of individuals when, following investigation, the information does not justify the inclusion of the subject's name in the security index when there is evidence of:

- (a) Membership in a basic revolutionary organization subsequent to January 1, 1949, together with some indication of sympathy or association with such an organization or a subversive front organization subsequent to the reported membership and no reliable evidence of defection
- (b) Investigation has failed to substantiate allegations of membership in a revolutionary organization within the past five years, coupled with some evidence or information indicating activity, association, or sympathy for the subversive cause within the same period, and no reliable evidence of defection.
- (c) The individual, within the past five years, by his associations, writings, financial support, or conduct in relation to and support of subversive organizations or the international communist movement is in a position to influence others at the time of a national emergency and no reliable evidence of defection.
- (d) Leadership or substantial activities in a major subversive front group over three years ago, together with some evidence of continuing activity, association, or sympathy for the subversive cause within three years and no reliable evidence of defection
- (e) Membership in a subversive front organization within the past three years and no reliable evidence of defection

## (3) Arrangement

This index is to be maintained in two sections, section A and section B. Each section will be maintained alphabetically on 5- by 8-inch cards.

## (a) Section A

Section A of the reserve index is designed to represent a special group of individuals who should receive priority consideration with respect to investigation and/or other action following the apprehension of security index subjects.

I. Section A should include those individuals whose subversive activities do not bring them within the security index criteria but who, in a time of national emergency, are in a position to influence others against the national interest or are likely to furnish material financial aid to subversive elements due to their subversive associations and ideology. Include in this section those individuals meeting the standards for inclusion in the reserve index and who fall within the following categories:

- (A) Professors, teachers, and educators
- (B) Labor union organizers or leaders
- (C) Writers, lecturers, newsmen, entertainers, and others in the mass media field
- (D) Lawyers, doctors, and scientists
- (E) Other potentially influential persons on a local or national level
- (F) Individuals who could potentially furnish material financial aid

## II. Recommendations for inclusion of names in the reserve index (section A)

(A) Recommendations for inclusion of names in section A of the reserve index are to be submitted to the Bureau by form FD-122a. A succinct summary setting forth the basis for the recommendation should be attached to the form FD-122a. In addition, if no report is accompanying the recommendation, a statement to that effect should appear on the page containing the succinct summary.

(B) Upon Bureau approval of recommendation for the inclusion of an individual's name in section A of the reserve index, two reserve index cards will be forwarded to the field. To these cards should be added the office file number and on the reverse side should be added available descriptive data. One card is to be filed in your office, and one card is to be filed away from headquarters city at the same location as the extra set of security index cards are now stored.

III. Periodic review of section A of the reserve index  
Investigations of individuals listed in section A of the reserve index are to be brought up to date annually and considered for security index status or retention in the reserve index. This investigation should include, as a minimum:

- (A) Verification of residence and employment
- (B) Indices search and file review to determine whether additional investigation is warranted or whether an interview with the individual is desirable
- (C) If additional investigation is conducted or if there is unreported information of a subversive nature contained in the files, submit a report.

- IV. Changes, additions, and deletions of data appearing in section A of reserve index cards
  - (A) Changes in data appearing on section A reserve index cards should be submitted to the Bureau by form FD-122a.
  - (B) Deletions from section A of the reserve index should be recommended by letter. The letter should set forth the basis for the recommendation.
  - (C) Changes in office of origin are to be handled by submission of form FD-128a. Forward section A cards to new office of origin.

(b) Section B

I. This section is to contain the names of all other individuals included in the reserve index. This section is to be maintained only in the field office.

II. Changes in office of origin are to be handled by submission of form FD-128a. Forward section B cards to new office of origin.

(4) Content

(a) Each card in section A and section B should contain, as a minimum, the following:

- I. Name and aliases
- II. Race
- III. Sex
- IV. Organizational affiliation or nationalistic tendency
- V. Citizenship
- VI. Residence
- VII. Employment
- VIII. Birth data
- IX. Office file number

(b) In addition, membership and position or association in a subversive group or groups, together with the source and date of the information, may be added.

(5) Removal and deletion of cards

- (a) Destroy cards on individuals who subsequently become security informants or sources or who subsequently become subjects of security index cards.
- (b) Advise the Bureau of the destruction only in the case of section A cards.]

b. Security index

(1) Purpose

- (a) Security index cards are prepared and maintained by the Bureau to serve as operational guide for apprehension of persons deemed dangerous or potentially dangerous to the internal security of the country in the event of a national emergency.
- (b) It shall contain the names of all persons who have been determined through investigation to be dangerous or potentially dangerous because of their membership in or affiliation with or espousal of doctrines of basic revolutionary organizations and/or front organizations and who will be apprehended upon receipt of instructions from the Attorney General.
- (c) It shall include subjects of espionage investigations and any other type of Bureau investigation provided their activities bring them within the scope of the security index criteria.
- (d) Action shall be taken against individuals included in the security index only upon authorization of warrants of arrest by the Attorney General. However, in preparing and maintaining the security index, to all practical effects, the Bureau is making the decision as to those persons who will be apprehended in the event of an emergency, inasmuch as the Attorney General has advised that he does not have funds or



- manpower to review security index cases.
- (e) Names shall be included in the security index only when investigation has established and reports reflect sufficient facts and evidence to justify the inclusion of each subject in the security index.
  - (f) The contents of the security index must be accurate and correct at all times. Matters pertaining to its preparation and maintenance must be given preferred, expeditious, continuous and detailed attention.
  - (g) Matters pertaining to the security index are strictly confidential and are not to be mentioned or alluded to in investigative reports.
  - (h) The general operation and content of the security index must not be discussed by field personnel of the Bureau without prior Bureau authority.
  - (i) Matters pertaining to the security index may be discussed with duly qualified representatives of other Federal intelligence agencies only on a strictly confidential basis and only in instances wherein an individual subject of prime interest to one of these services is involved.
- (2) Determination of dangerousness of an individual
- (a) The dangerousness of a member or affiliate of a subversive organization does not necessarily depend entirely upon his personal characteristics, such as aggressiveness or a disposition to violence. Although these factors must be taken into consideration in evaluating an individual's potential dangerousness, other factors are essential in making this determination. An individual's dangerousness also depends upon the contribution he has made or is making in the advancement of the principles and aims of the subversive movement with which he is connected or his subversive potentialities in the event of a national emergency. Bear in mind that a subject active in a subversive organization is not merely an isolated individual but is a part of an organization of which the purposes are opposed to the best interests of the U.S. An individual's loyalty to a subversive organization and the principles thereof is a primary factor to take into consideration in evaluating his potential dangerousness. Factors indicating an individual's loyalty to such an organization are numerous and will vary with each case in degree. Among such factors are:
    - I. Long continued membership in a subversive organization
    - II. Affiliation with or attendance at training schools, especially leadership schools
    - III. Frequent or regular attendance at organizational meetings and functions
    - IV. Subscriptions to publications of a subversive organization
    - V. Possession of or continued study of revolutionary literature
    - VI. Preparation or distribution of subversive propaganda and/or literature
    - VII. Holding positions in the subversive organization or in other organizations of a front character which indicate confidence of such organizations in his loyalty
    - VIII. Espousal of a subversive doctrine exemplified in his acts and utterances
    - IX. Contributions to or collections of funds for the organization
    - X. Recruitment of new members
    - XI. Revolutionary background
    - XII. Participation in picket lines in which the subversive organization is interested or which it has fostered, or in demonstrations, riots, mass meetings, or pressure group activity fostered by the organization

number, agency having security responsibility, and interested agencies can be included on FD-128 submitted by old office of origin.

- V. Where security index flash notice has been placed with Identification Division, notation to that effect must appear on FD-128 and extra copy of FD-128 must be specifically designated for Bureau marked "Attention Identification Division" so that those records will reflect new office controlling existing security index flash notice.

- VI. The old office of origin will submit current report.

Submission of FD-128 should not be delayed solely for preparation of reports when office of origin is to be changed, but notation should be made on FD-128 that old office of origin is preparing report.

Case will remain pending in both old and new offices of origin until report is submitted by old office of origin. The new office of origin is responsible to follow the matter until the report is submitted.

- VII. The new office of origin is to review the pertinent material received with FD-128, as well as pertinent information in the files of the new office, to determine whether additional investigation is warranted. If no additional investigation is warranted, advise Bureau by letter that the case is being placed in a closed status.

- VIII. Upon receipt of FD-128, office covering new address of subject will be office of origin with no other communication necessary in this regard. New office of origin will place its file number on security index cards received and place them in security index of that office.

- IX. Upon receipt of new security index cards from Bureau with copy of FD-128, new office of origin is to transfer information from reverse side of old geographical cards to two of the new cards, appropriately file new cards, and destroy old cards.

(b) Key figures and top functionaries

Mechanics of transferring cases for all security index subjects as described above shall apply to key figures and top functionaries. Additional procedures in these categories are:

- I. Notification to Bureau of deletion of subject as key figure or top functionary in old office of origin will be handled merely by designation in space provided on FD-128 that subject was key figure or top functionary.

- II. Upon receipt of form FD-128, new office of origin shall automatically designate subject a key figure or top functionary and continue case in an assigned pending-inactive status if no further investigation is to be conducted at that time and necessary summary report has been submitted. Within six months in cases of key figures or within three months in cases of top functionaries, new office of origin is to conduct active investigation, submit investigative report on subject, and advise Bureau concerning continued designation of subject in these categories.

- (c) Subjects tabbed for detcom  
Security index card shall continue to be tabbed for priority apprehension in new office of origin until such time as it is determined by receipt of information by that office that priority designation is not warranted under the provisions of 87D 7b (11) below.
- (d) Subjects not included in security index
  - I. Transfer office of origin by FD-128 only upon verification by another office of subject's presence in that division. FD-128 should show full title.
  - II. Enclose copies of all investigative reports and other pertinent serials with copies of FD-128 to new office of origin.
  - III. New office of origin is to investigate or advise Bureau that case closed if no action warranted

(10) Cancellation and removal of cards from active security index  
SAC shall personally recommend the removal of any name from the security index under the conditions set out in 87D 7b (4). Recommendation to cancel subject's name from the security index should be accompanied by a current investigative report except in case of death of the subject.

- (a) Death of subject  
Destroy security index card without Bureau authority, but advise Bureau by [letterhead memorandum.]
- (b) Permanent departure from the Bureau's jurisdiction  
Upon learning of the departure of a security index subject from the U. S., Hawaii, Alaska, or Puerto Rico for a foreign country, immediately ascertain conditions surrounding his departure.

No security index card shall be canceled by reason of a subject's departure for a foreign country unless that subject is an alien who has permanently departed either voluntarily or as a result of deportation proceedings. In such instances the security index cards will be canceled only after the subject's departure has been verified as being permanent. If a U. S. citizen who is included in the security index and who has been out of the country is found to have renounced his citizenship and taken citizenship of a foreign country, his security index card may be canceled only after it has been determined that he does not intend to return to the U. S.

Recommendations to cancel the security index cards of such subjects shall be made by letter directed to the Bureau. The cards shall be canceled only after receipt of advice from the Bureau that the Bureau's security index cards have been canceled.

- (c) Imprisonment of subject  
Security index cards shall not be canceled by reason of a subject's having been imprisoned regardless of the length of time he will be incarcerated. The cards of such subjects shall be placed in the unavailable section of the security index and the cases handled thereafter in accordance with the instructions set forth in 87D 7b (6) (b) IV above.
- (d) Induction of subject into the armed forces  
Security index cards of subjects who have been inducted into the armed forces of the U. S. are to be placed in the inactive section of the field security index. Follow the procedure set forth above under 87D 7b (6) (b) (V).
- (e) Security informants  
The security index card of any subject who is developed as a security informant should be canceled. In requesting the Bureau's permission to designate such a subject as a security informant, direct Bureau's

- should be done prior to requesting authority to institute the investigation where sufficient identifying information is not otherwise available.
- (b) Contacts during investigation
- I. Once Bureau authority is granted to conduct the investigation, it is permissible to contact:
- (A) All established reliable sources, including those connected with the institution of learning
- (B) All individuals not connected with the institution of learning who, consistent with discretion, would be contacted in a usual security case; e.g., neighbors, credit agencies, past employers, etc.
- (C) Registrars  
If the registrar is reliable and can be depended upon not to divulge the Bureau's identity, Bureau authority is not needed in these cases to contact the registrar's office to obtain background data useful for identification purposes, to develop other proper investigative leads, or to verify connection with the institution of learning.
- II. Superiors of faculty members  
No contact should be made with the superiors of a subject who is a member of the faculty since the superiors might take action against the subject as a result of our contact.
- III. Students, faculty members, or other employees  
If, during the course of an investigation of a subject who is connected with an institution of learning, it is desired to interview a student, faculty member, or other employee of an institution of learning who is not an established reliable source, prior Bureau authority must be obtained. When requesting authority to interview such an individual, that individual's name, position, and a positive statement concerning his discretion and reliability should be furnished to the Bureau.
- (c) Receiving voluntary information  
These instructions must not deter or prevent the immediate and proper interview of any person connected with an institution of learning who desires of his own volition to furnish information to the Bureau or who desires to be contacted by an Agent.
- (2) Subjects not connected with an institution of learning  
When the subject of a security-type investigation is not connected with an institution of learning and you desire to interview, in connection with the case, a student, faculty member, or other employee of an institution of learning, prior Bureau authority must be obtained for such an interview unless the student, faculty member, or other employee is an established, reliable contact of the office. In requesting authority, the name, position, and a positive statement concerning that person's discretion and reliability should be furnished to the Bureau.
- (3) Contacts of foreign establishments  
In connection with investigations of contacts of Soviet, satellite, and Yugoslav officials and official establishments, Bureau authority must be obtained before conducting any inquiries or surveillances at any school, college, or university. Submit complete facts and your recommendation when requesting such authority.
- b. U. S. Government employees, individuals having foreign diplomatic or official status, employees of foreign official establishments, employees of the United Nations or international organizations, and members of the armed forces  
Should information be received or investigation develop the fact that an individual being investigated under a security caption is or becomes

## SECTION - SECURITY INVESTIGATIONS

an employee of the Government, of a foreign official establishment, of the United Nations or other international organizations, has foreign diplomatic status or is a member of the U.S. armed forces, the matter should be immediately reported to the Bureau and no further investigation should be conducted except upon specific Bureau authority.

## 6. Investigative procedures concerning individuals

## a. General

These investigations must be thorough and exhaustive. Obviously, the dangerousness of an individual cannot be determined through cursory investigation. All pertinent information concerning the subject's background and subversive activity must be fully developed and reported to assure an accurate evaluation of his degree of dangerousness.

Due to the intelligence nature of these investigations, discretion must be used at all times to prevent subjects from becoming unduly apprised that they are under investigation by this Bureau.

Members of law enforcement agencies are not to accompany Agents during the course of security-type investigations without prior Bureau authority.

## b. Scope of investigations

Set forth below are items which should be obtained during these investigations.

## (1) Background

- (a) True name and aliases
- (b) Residence address
- (c) Occupation or business
- (d) Business or employment address
- (e) Citizenship status

Ascertain the citizenship status of the subject as early as possible in the investigation.

## I. Alien

- (A) If the subject is an alien, determine the date and place of birth.
- (B) Determine his nationality (that is, the country of which he is a citizen or sovereign of which he is a subject), together with the date, port and vessel or other means of entry into the U.S.
- (C) Determine whether the subject entered as an immigrant or nonimmigrant.
- (D) Ascertain any steps taken toward naturalization and reason for denial of citizenship where such denial exists.
- (E) Ascertain any available facts indicating whether entry into the U.S. was legal or illegal.

## II. Naturalized citizen

- (A) Ascertain date and place of birth, nationality prior to naturalization, date, port and vessel or other means of entry into the U.S.
- (B) Ascertain the date when, place and court where, subject was naturalized and any facts tending to indicate fraud or illegality in connection with his naturalization.
- (C) Ascertain the last place of foreign residence, place from which the subject emigrated to the U.S. and the date of such emigration.
- (D) Ascertain any absences from the U.S.

## III. Native-born citizen

- (A) Determine date and place of birth.

## (f) Nationality background

- I. During the course of investigation, efforts should be made to ascertain from sources contacted the date and place of birth of the subject's parents and spouse and the parents of the spouse.

January 29, 1960

MANUAL OF RULES AND REGULATIONS  
Revision Number 87

*absolute*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

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Part II

Section 3 - Pages 1b and 2  
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(Page 12a)  
Pages 17 and 18  
Page 23  
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Section 6 - Pages 3a and 4

Section 9 - Pages 1 and 2

Index - Page 6a  
Pages 7 and 8  
Page 12a  
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Pages 25 and 26

Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

*PART 2*

*583*

## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. [Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above.] Sub-A files may be used when the number of replies[to be filed] is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

#### F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

#### G. FIELD OFFICE LISTS

##### 1. Law enforcement officials

On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful.

- a. Chiefs of police
- b. Sheriffs
- c. State police or highway patrol commanders and ranking officers in command of districts
- d. U. S. Marshals and deputies
- e. Ranking Federal law enforcement officers
- f. Wardens of penal institutions
- g. District attorneys or county prosecutors
- h. Railway police (if desirable)
- i. Officers receiving law enforcement bulletins
- j. Any other officials who receive identification orders
  - (1) Changes in the list are to be reported to the Bureau as they occur.
  - (2) The list is to be forwarded to the Bureau on March 1 in duplicate.
  - (3) Letters advising the Bureau of changes are to be set up as indicated:

City	Deleted	Added	Remarks
Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations.

- a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
- b. Decide what organizations, individuals, or concerns are to appear on the list.
  - (1) The quality of the assistance the addressee is in a position to give
  - (2) The cooperation which has been afforded
  - (3) The following must appear on the list:
 

<ul style="list-style-type: none"> <li>Alcohol and Tobacco Tax Division</li> <li>Bureau of Customs</li> <li>Cooperative Credit Bureaus</li> <li>Duly Constituted Law Enforcement Officers</li> <li>FBINA Graduates</li> <li>Hotels</li> <li>Immigration and Naturalization Service</li> </ul>	<ul style="list-style-type: none"> <li>Missions Providing Lodging</li> <li>Post Office Inspectors</li> <li>Postmasters</li> <li>Salvation Army</li> <li>Secret Service</li> <li>U. S. Marshals</li> </ul>
---	---
  - (4) The following may appear on the list:
 

<ul style="list-style-type: none"> <li>Automobile Clubs</li> <li>Banks</li> <li>County Attorneys</li> <li>County Coroners</li> <li>Credit Companies</li> <li>Detective Agencies</li> <li>Enlistment Officers,</li> <li>U. S. Army, Navy, Marine Corps</li> <li>Employment Service</li> <li>Fire Departments</li> <li>Forest Service</li> <li>Gunsmiths</li> <li>Insurance Companies</li> </ul>	<ul style="list-style-type: none"> <li>Movie Studios</li> <li>Navy Shore Patrol</li> <li>Oil Company Special Agents</li> <li>Parole and Probation Officers</li> <li>Plant Quarantine Officers</li> <li>Protective Associations</li> <li>Race Tracks</li> <li>Savings and Loan Associations</li> <li>Service Recruiting Officers</li> <li>State Hospitals for Insane</li> <li>Steamship Companies</li> <li>Telegraph Companies</li> <li>U. S. Attorneys</li> <li>U. S. Commissioners</li> </ul>
--	--
- c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
- d. Give consideration to the desirability of circularizing motels.
- [ e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.]



July 27, 1960

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 93

*obsolete*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (26)

# PART II

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

### F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

### G. FIELD OFFICE LISTS

#### 1. Law enforcement officials

- a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful.
  - (1) Chiefs of police
  - (2) Sheriffs
  - (3) State police or highway patrol commanders and ranking officers in command of districts
  - (4) U. S. Marshals and deputies
  - (5) Ranking Federal law enforcement officers
  - (6) Wardens of penal institutions
  - (7) District attorneys or county prosecutors
  - (8) Railway police (if desirable)
  - (9) Officers receiving law enforcement bulletins
  - (10) Any other officials who receive identification orders
- b. Changes in the list are to be reported to the Bureau as they occur.
- c. Letters advising the Bureau of changes are to be set up as indicated:

City	Deleted	Added	Remarks
Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations.

[A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.]

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division

Bureau of Customs

Cooperative Credit Bureaus

Duly Constituted Law Enforcement Officers

FBINA Graduates

Hotels

Immigration and Naturalization Service

(4) The following may appear on the list:

Automobile Clubs

Banks

County Attorneys

County Coroners

Credit Companies

Detective Agencies

Enlistment Officers,

U. S. Army, Navy, Marine Corps

Employment Service

Fire Departments

Forest Service

Gunsmiths

Insurance Companies

Movie Studios

Missions Providing Lodging

Post Office Inspectors

Postmasters

Salvation Army

Secret Service

U. S. Marshals

Navy Shore Patrol

Oil Company Special Agents

Parole and Probation Officers

Plant Quarantine Officers

Protective Associations

Race Tracks

Savings and Loan Associations

Service Recruiting Officers

[State Employment Offices]

State Hospitals for Insane

Steamship Companies

Telegraph Companies

U. S. Attorneys

U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

August 26, 1960

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 94

*absolute*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Section 9 - Pages 15a and 16

Very truly yours,

John Edgar Hoover

Director

Enclosures (13)

## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence
  - h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
4. Do not:
- a. Identify law enforcement officers by name but by title and NA affiliation
  - b. Show aliases of subjects of Dependents Assistance Act of 1950
  - c. Show aliases of victims of WSTA cases
  - d. Use complicated sentence structure
  - e. Use technical references to statutes
  - f. Express personal opinions
  - g. Reveal identity of confidential informants
  - h. Use Bureau expressions like "the subject" and "the Bureau"
  - i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
  - j. Use adjectives excessively
5. Transmittal
- Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention Crime Records Division.
- [ 6. Dissemination
- [ New ones issued by the Bureau should be carefully reviewed for possible
- [ interest to feature writers in field office territory and consideration
- [ given to supplying them to appropriate writers. If there is an appreci-
- [ able passage of time after issuance, obtain Bureau approval before re-
- [ lease. Pertinent photographs, if available, will be furnished by the
- [ Bureau on request.]

#### E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. In all instances this letter must include the following:
  - a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
  - b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
  - c. A statement that the matter is to be treated confidentially
  - d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
  - e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

In all other instances, including requests for circularization in other field divisions, prior Bureau approval must be obtained in accordance with existing rules governing circular letters.

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.

September 30, 1960

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 95

*obsolete*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (33)

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
  - a. Foreword by the Director
  - b. Interesting case write-ups
  - c. Articles which might assist law enforcement officers
  - d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution  
Restricted to law enforcement officers and others engaged in law enforcement work
3. Filing and indexing
  - a. In a 66 classification file, bound on the side, and fully indexed  
Informative matter to be indexed under subject matter.
  - b. This file is to be kept permanently.
  - c. [Current copy should be placed] in bookcase, available to all Agents.

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.
- 4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
  - a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
  - b. Improved or unusual equipment being used
  - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - d. Human interest items from local police work
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - g. Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research (Crime Records)

C. SPEECHES

- 1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television speech, a manuscript of the speech must be submitted for the Bureau's review and approval. In some other cases involving important speeches not on radio or television, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
- 2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
- 3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

- 1. Write-ups of interesting cases may be:
  - a. Requested by the bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
- 2. They are prepared concerning cases of:
  - a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
- 3. They are prepared:
  - a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence



## SECTION 6. PUBLICATIONS; PRESS, AND PUBLIC CONTACTS

- ## E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

- In all other instances, including requests for circularization in other field divisions, prior Bureau approval must be obtained in accordance with existing rules governing circular letters.

- 3

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files

Do not make up files or write memoranda for the preparation of sources of information.

3. Security and racial sources of information

Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. See section 107N, [3b,] volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

4. Gifts to sources shall not be reclaimed as blue slip items.

L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.

2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).

3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division.

Use the following subheadings in the order given:

- a. Description of proposed SAC contact
- b. Services this contact can provide
- c. Past relations with field office
- d. Thumbnail sketch of known history
- e. Derogatory information
- f. Recommendation of SAC

Submit an original and two copies, [but one of the copies should consist only of the first page of the communication.] If the SAC contact is approved, [the single-page] copy is to be stamped approved and returned to the field. If the contact is not approved, a [letter] is to be submitted to the field stating why the individual cannot be used as an SAC contact.

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
- [ 7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in resident agencies must be contacted at least two times each year.]
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

# PART II

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- [ [13.] Additional persons to be contacted shortly after the arrival of the SAC include:
- a. Federal judges
  - b. U. S. Attorneys
  - c. Only outstanding state judges
  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
 

<ol style="list-style-type: none"> <li>(1) Mayors</li> <li>(2) Chiefs of police</li> <li>(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services</li> <li>(4) Managers or owners of leading and most important radio stations</li> <li>(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions</li> <li>(6) Executive secretary or director of chambers of commerce</li> <li>(7) Heads of Federal intelligence agencies</li> <li>(8) Outstanding leaders of Government and business</li> <li>(9) Heads of larger universities</li> <li>(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi</li> </ol>	<ol style="list-style-type: none"> <li>(11) Top representatives of air lines</li> <li>(12) Managers of leading airports</li> <li>(13) Top representatives of railroads</li> <li>(14) Managers of leading railroad stations</li> <li>(15) Top representatives of telephone companies</li> <li>(16) Top representatives of Western Union</li> <li>(17) Managers of the most outstanding and important hotels</li> <li>(18) Heads of better business bureaus</li> <li>(19) Heads of leading banks</li> </ol>
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- [ [14.] Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
- [ [15.] Gifts to office contacts shall not be reclaimed as blue slip items.

### M. AMERICAN LEGION CONTACTS

The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each year showing that the above American Legion officials have been contacted.

November 28, 1960

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 98

*obsolete*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Pages 27 and 28  
Pages 29 and 30  
Pages 35 and 36  
Pages 37 and 38-46  
Pages 49 and 50  
Pages 57 and 58

Very truly yours,

John Edgar Hoover

Director

Enclosures (27)

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

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Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files

Do not make up files or write memoranda for the preparation of sources of information.

3. Security and racial sources of information

Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. See section 107N, [3b,] volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

4. Gifts to sources shall not be reclaimed as blue slip items.

L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
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  - a. Description of proposed SAC contact
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  - f. Recommendation of SAC

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SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.
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  5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
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February 29, 1950

MANUAL OF RULES AND REGULATIONS  
Revision Number 88

RE: REVISED PAGES

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Very truly yours,

John Edgar Hoover

Director

Enclosures (49)



## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

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## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

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  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
 

(1) Mayors	(11) Top representatives of air lines
(2) Chiefs of police	(12) Managers of leading airports
(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services	(13) Top representatives of railroads
(4) Managers or owners of leading and most important radio stations	(14) Managers of leading railroad stations
(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions	(15) Top representatives of telephone companies
(6) Executive secretary or director of chambers of commerce	(16) Top representatives of Western Union
(7) Heads of Federal intelligence agencies	(17) Managers of the most outstanding and important hotels
(8) Outstanding leaders of Government and business	(18) Heads of better business bureaus
(9) Heads of larger universities	(19) Heads of leading banks
(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi	

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

G. FIELD OFFICE LISTS

1. Law enforcement officials

- a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful.
  - (1) Chiefs of police
  - (2) Sheriffs
  - (3) State police or highway patrol commanders and ranking officers in command of districts
  - (4) U. S. Marshals and deputies
  - (5) Ranking Federal law enforcement officers
  - (6) Wardens of penal institutions
  - (7) District attorneys or county prosecutors
  - (8) Railway police (if desirable)
  - (9) Officers receiving law enforcement bulletins
  - (10) Any other officials who receive identification orders
- b. Changes in the list are to be reported to the Bureau as they occur.
- c. Letters advising the Bureau of changes are to be set up as indicated:

City	Deleted	Added	Remarks
Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

# PART II

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

### 2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division	Missions Providing Lodging
Bureau of Customs	Post Office Inspectors
Cooperative Credit Bureaus	Postmasters
Duly Constituted Law Enforcement Officers	Salvation Army
FBINA Graduates	Secret Service
Hotels	U. S. Marshals

Immigration and Naturalization Service

(4) The following may appear on the list:

Automobile Clubs	Movie Studios
Banks	Navy Shore Patrol
County Attorneys	Oil Company Special Agents
County Coroners	Parole and Probation Officers
Credit Companies	Plant Quarantine Officers
Detective Agencies	Protective Associations
Enlistment Officers,	Race Tracks
U. S. Army, Navy, Marine Corps	Savings and Loan Associations
Employment Service	Service Recruiting Officers
Fire Departments	State Hospitals for Insane
Forest Service	Steamship Companies
Gunsmiths	Telegraph Companies
Insurance Companies	U. S. Attorneys
	U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

[e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.]

April 29, 1960

MANUAL OF RULES AND REGULATIONS  
Revision Number 90

*obsolete*

RE: REVISED PAGES

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### SECTION . PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

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  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
 

<ol style="list-style-type: none"> <li>(1) Mayors</li> <li>(2) Chiefs of police</li> <li>(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services</li> <li>(4) Managers or owners of leading and most important radio stations</li> <li>(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions</li> <li>(6) Executive secretary or director of chambers of commerce</li> <li>(7) Heads of Federal intelligence agencies</li> <li>(8) Outstanding leaders of Government and business</li> <li>(9) Heads of larger universities</li> <li>(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi</li> </ol>	<ol style="list-style-type: none"> <li>(11) Top representatives of air lines</li> <li>(12) Managers of leading airports</li> <li>(13) Top representatives of railroads</li> <li>(14) Managers of leading railroad stations</li> <li>(15) Top representatives of telephone companies</li> <li>(16) Top representatives of Western Union</li> <li>(17) Managers of the most outstanding and important hotels</li> <li>(18) Heads of better business bureaus</li> <li>(19) Heads of leading banks</li> </ol>
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13. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
14. Gifts to office contacts shall not be reclaimed as blue slip items.

#### M. AMERICAN LEGION CONTACTS

The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each year[showing]that the above American Legion officials have been contacted.





# PART II

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

### F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

### G. FIELD OFFICE LISTS

#### 1. Law enforcement officials

- a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful.

- (1) Chiefs of police
- (2) Sheriffs
- (3) State police or highway patrol commanders and ranking officers in command of districts
- (4) U. S. Marshals and deputies
- (5) Ranking Federal law enforcement officers
- (6) Wardens of penal institutions
- (7) District attorneys or county prosecutors
- (8) Railway police (if desirable)
- (9) Officers receiving law enforcement bulletins
- (10) Any other officials who receive identification orders

- b. Changes in the list are to be reported[in duplicate]to the Bureau as they occur.

- c. Letters advising the Bureau of changes are to be set up as indicated:

[ [Page	[ No.]	City	Deleted	Added	Remarks
[ [4]		Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
[ [7]		Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
[ [3]		Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations.

[A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.]

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b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division

Bureau of Customs

Cooperative Credit Bureaus

Duly Constituted Law Enforcement Officers

FBINA Graduates

Hotels

Immigration and Naturalization Service

Missions Providing Lodging

Post Office Inspectors

Postmasters

Salvation Army

Secret Service

U. S. Marshals

(4) The following may appear on the list:

Automobile Clubs

Banks

County Attorneys

County Coroners

Credit Companies

Detective Agencies

Enlistment Officers,

U. S. Army, Navy, Marine Corps

Employment Service

Fire Departments

Forest Service

Gunsmiths

Insurance Companies

Movie Studios

Navy Shore Patrol

Oil Company Special Agents

Parole and Probation Officers

Plant Quarantine Officers

Protective Associations

Race Tracks

Savings and Loan Associations

Service Recruiting Officers

[State Employment Offices]

State Hospitals for Insane

Steamship Companies

Telegraph Companies

U. S. Attorneys

U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

October 27, 1961

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 109

*absolute*

RE: REVISED PAGES

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             Page 26a  
             Pages 27 and 28

Very truly yours,

John Edgar Hoover

Director

Enclosures (26)

## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:
  - a. Federal judges
  - b. U. S. Attorneys
  - c. Only outstanding state judges
  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
 

<ol style="list-style-type: none"> <li>(1) Mayors</li> <li>(2) Chiefs of police</li> <li>(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services</li> <li>(4) Managers or owners of leading and most important radio stations</li> <li>(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions</li> <li>(6) Executive secretary or director of chambers of commerce</li> <li>(7) Heads of Federal intelligence agencies</li> <li>(8) Outstanding leaders of Government and business</li> <li>(9) Heads of larger universities</li> <li>(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi</li> </ol>	<ol style="list-style-type: none"> <li>(11) Top representatives of air lines</li> <li>(12) Managers of leading airports</li> <li>(13) Top representatives of railroads</li> <li>(14) Managers of leading railroad stations</li> <li>(15) Top representatives of telephone companies</li> <li>(16) Top representatives of Western Union</li> <li>(17) Managers of the most outstanding and important hotels</li> <li>(18) Heads of better business bureaus</li> <li>(19) Heads of leading banks</li> </ol>
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#### [N. NEWS MEDIA CONTACTS

[ As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. Each 90 days (November 15, February 15, May 15, August 15), the SAC must advise the Bureau of the number of newspapers in his territory, the number with which he has had contact or with which representatives of his office have made contact, and the steps he is taking to insure maximum effectiveness of this type of contact, as well as what material other than spot news items was furnished to these newspapers; e.g., the Director's Introduction in the FBI Law Enforcement Bulletin each month.]

January 29, 1962

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 112

*ab. c. ltr.*

RE: REVISED PAGES

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Pages ~~1a and 2~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (33)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

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Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

## G. FIELD OFFICE LISTS

## 1. Law enforcement officials

- a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful. [Indicate by an asterisk any change which was not previously called to the Bureau's attention.]

- (1) Chiefs of police
- (2) Sheriffs
- (3) State police or highway patrol commanders and ranking officers in command of districts
- (4) U. S. Marshals and deputies
- (5) Ranking Federal law enforcement officers
- (6) Wardens of penal institutions
- (7) District attorneys or county prosecutors
- (8) Railway police (if desirable)
- (9) Officers receiving law enforcement bulletins
- (10) Any other officials who receive identification orders

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- c. Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
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## PART II

### SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

#### 2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations.

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(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division	Missions Providing Lodging
Bureau of Customs	Post Office Inspectors
Cooperative Credit Bureaus	Postmasters
Duly Constituted Law Enforcement Officers	Salvation Army
FBINA Graduates	Secret Service
Hotels	U. S. Marshals
Immigration and Naturalization Service	
(4) The following may appear on the list:	
Automobile Clubs	Navy Shore Patrol
Banks	Oil Company Special Agents
County Attorneys	Parole and Probation Officers
County Coroners	Plant Quarantine Officers
Credit Companies	Protective Associations
Detective Agencies	Race Tracks
Enlistment Officers	Savings and Loan Associations
U. S. Army, Navy, Marine Corps	Service Recruiting Officers
Employment Service	[State Employment Offices]
Fire Departments	State Hospitals for Insane
Forest Service	Steamship Companies
Gunsmiths	Telegraph Companies
Insurance Companies	U. S. Attorneys
Movie Studios	U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.



PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

I. VISITS TO FIELD OFFICES

1. Non-Bureau governmental officials
  - a. Do not discuss Bureau policies, plans, or relationships. Courteously advise the visitor that inquiries concerning such matters are to be made at the Bureau at Washington.
  - b. Advise the Bureau of the visit, identity of the visitor, purpose, matters discussed, courtesies extended, and observations of interest to the Bureau.
2. Departmental officials
  - a. Be courteous.
  - b. Do not offer office space, clerical and stenographic assistance, or chauffeuring in Bureau automobiles.
  - c. Do not furnish information unless prior notification has been received that the official would contact the field office for information. If no notification received, before furnishing information clearance must be obtained from the Bureau.
  - d. Advise the Bureau in case of doubt.

J. MISCELLANEOUS

1. Disarming demonstrations.

Are to be confined to law enforcement groups.
2. Credentials

Are to be exhibited to all persons interviewed in such manner that the person to whom shown has an opportunity to observe and understand the connection of the Agent with the FBI.
3. Law enforcement officials
  - a. Contact with
    - (1) Contact must be maintained with law enforcement officials for the purpose of securing information of violations of Federal laws within the jurisdiction of the Bureau.
    - (2) Agents are to call on police executives when in their cities unless such visits would be so frequent as to be embarrassing.
    - (3) Local law enforcement agencies should be advised by letter of the disposition of prosecutive action taken in Federal court in cases

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

referred to Bureau by local law enforcement agencies or where Bureau fugitives are taken into custody by local law enforcement officers. They should also be advised of violations of local laws coming to the attention of the FBI.

## b. Visits to Washington

When the field requests special courtesies be afforded certain individuals, including law enforcement officers, coming to Washington, D. C., the communication so advising the Bureau shall contain biographical data and a brief summary of information in the field office files concerning the visitor.

When law enforcement executives are contemplating a visit to the Bureau at Washington, D. C., ask them to call at the office of the Assistant Director, Training and Inspection Division, Room 5256, Justice Building.

## c. Letters of commendation, congratulations, appreciation, and condolence

When letters of commendation, congratulations, appreciation, or condolence from the Director are recommended by the field, such recommendations should be submitted promptly. They should include the specific facts on which the recommendation is based, full identifying data and address of the citizen, and the result of a search of the field office indices concerning the citizen. In connection with the election of officers of police associations at conventions covering more than one field division territory, the field division in whose territory the convention was physically held is responsible for submitting any recommendations for letters of congratulations. The office submitting such request should summarize briefly the relations with these officers, incorporating any derogatory data which might preclude such letters. Inasmuch as the recommending office is not likely to possess all data, pertinent other field divisions should submit a brief, supplemental summary concerning officers recommended for letters who reside in their territory.

## 4. [Inquiries concerning status of Bureau cases

When a state official has expressed interest in the prosecutive status of a Bureau case, for a legitimate reason, such as deferment of state prosecution pending the outcome of the Federal case, insure that such official is kept appropriately advised, including the final outcome of the matter.]

## 5. U. S. Cabinet officers, Senators, and Congressmen

If an SAC receives an inquiry from a Cabinet officer or U. S. Senator or Congressman concerning an official matter, it should be brought to the Bureau's attention immediately.

## K. SOURCES OF INFORMATION

## Definition

An individual, organization, or concern willingly furnishing information to employees frequently enough to justify making a record where the source need not be protected. If occasionally the source must be protected, this may be done. If sources must be constantly concealed, they become informants or confidential sources and must be handled as such.

## 1. Index

Index card (3 by 5 inches) must be made up to contain:

- a. Names
- b. Addresses
- c. Organization or concern
- d. Type of information furnished
- e. Date of development

February 27, 1962

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 113

*obsolete*

RE: REVISED PAGES

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            Page 23-24

Section 4 - Pages 19 and 20  
            Pages 27 and 28  
            Pages 37 and 38-46  
            Pages 57 and 58

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Director

Enclosures (22)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

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FBINA Graduates

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Banks

[Car Rental Agencies]

County Attorneys

County Coroners

Credit Companies

Detective Agencies

Enlistment Officers, [U. S. Air

Force, Army, Navy, Marine Corps

Employment Service

Fire Departments

Forest Service

Gunsmiths

Insurance Companies

Movie Studios

Missions Providing Lodging

Post Office Inspectors

Postmasters

Salvation Army

Secret Service

U. S. Marshals

Navy Shore Patrol

Oil Company Special Agents

Parole and Probation Officers

Plant Quarantine Officers

Protective Associations

Race Tracks

Savings and Loan Associations

Service Recruiting Officers

State Employment Offices

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MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 115

absolute

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Pages: ~~7 and 8~~

Section 1 - Pages ~~5a and 6~~

Section 9 - Pages ~~13 and 14~~  
Pages ~~19 and 20~~

Very truly yours,

Director

NW 88321 DocId:32989529 Page 946

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

## 1. Contents

- a. Foreword by the Director
- b. Interesting case write-ups
- c. Articles which might assist law enforcement officers
- d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs

## 2. Distribution

[Limited] to law enforcement officers and others engaged in [or having a legitimate interest in] law enforcement work

## 3. Filing and indexing

- a. In a 66 classification file, bound on the side, and fully indexed  
Informative matter to be indexed under subject matter.
- b. This file is to be kept permanently.
- c. Current copy should be placed in bookcase, available to all Agents.

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.
4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
- a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
  - b. Improved or unusual equipment being used
  - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - d. Human interest items from local police work
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - g. Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research (Crime Records)

C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television speech, a manuscript of the speech must be submitted for the Bureau's review and approval. In some other cases involving important speeches not on radio or television, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
  - a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
  - a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
  - a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## H. INFORMATION TO BE FURNISHED TO THE BUREAU

## 1. Which does not have a nationwide circulation or interest

## a. Relating to law enforcement concerning

- (1) Scientific apparatus
- (2) Equipment
- (3) Personnel
- (4) Methods
- (5) Economics

## b. Newspaper clippings, [other than items bearing the date line of a national wire service, should be submitted when they concern]

- (1) The FBI, derogatory and complimentary. If possible, show author.
- (2) Outstanding abuses of parole and probation
- (3) Outstanding instances of juvenile crime
- (4) Bad local crime conditions
- (5) Scientific crime detection experts
- (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual files of police agencies clippings relative to each police school in which field participates.)
- (7) Police training in colleges and universities
- (8) Aggravated sex offenders
- (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
- [(10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.]

## 2. Method of preparation for transmittal

- a. Mount the clipping on [form FD-350 within the borders shown.
- b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
- c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
- d. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
- e. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
- f. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- g. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page..." the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
- h. Mounted clippings should read from top to bottom, column by column, from left to right.
- i. All clippings must be complete.
- j. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations and racial matters should be forwarded.]
- [k.] Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local[paper.] Forward clippings from resident agencies the day they arrive[at] headquarters city.

3. Resident Agents must be alert for material appearing in the local press.

4. Submission of publications of security interest to the Bureau

a. General principle governing submissions

The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.

b. Manner of handling and forwarding nonevidentiary copies of publications

- (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research Section) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.

- (2) Each SAC and each legal attache must keep the Bureau, attention Central Research Section, informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.

- (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

June 27, 1962

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 117

*Asada*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (46)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

## 1. Contents

- a. Foreword by the Director
- b. Interesting case write-ups
- c. Articles which might assist law enforcement officers
- d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs

## 2. Distribution

Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work

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  - b. Bureau file number to appear in upper left corner of first page
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  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:
- a. Federal judges
  - b. U. S. Attorneys
  - c. Only outstanding state judges
  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
 

<ol style="list-style-type: none"> <li>(1) Mayors</li> <li>(2) Chiefs of police</li> <li>(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services</li> <li>(4) Managers or owners of leading and most important radio stations</li> <li>(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions</li> <li>(6) Executive secretary or director of chambers of commerce</li> <li>(7) Heads of Federal intelligence agencies</li> <li>(8) Outstanding leaders of Government and business</li> <li>(9) Heads of larger universities</li> <li>(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi</li> </ol>	<ol style="list-style-type: none"> <li>(11) Top representatives of air lines</li> <li>(12) Managers of leading airports</li> <li>(13) Top representatives of railroads</li> <li>(14) Managers of leading railroad stations</li> <li>(15) Top representatives of telephone companies</li> <li>(16) Top representatives of Western Union</li> <li>(17) Managers of the most outstanding and important hotels</li> <li>(18) Heads of better business bureaus</li> <li>(19) Heads of leading banks</li> </ol>
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14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

## M. AMERICAN LEGION CONTACTS

The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each year showing that the above American Legion officials have been contacted.

## N. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. [Annually, on May 15,] the SAC must advise the Bureau of the number of newspapers [and radio and television stations] in his territory, the number with which he has had contact or with which representatives of his office have made contact, and the steps he is taking to insure maximum effectiveness of this type of contact, as well as what material other than spot news items was furnished to these [media;] e.g., the Director's Introduction in the FBI Law Enforcement Bulletin each month.

October 29, 1962

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 121

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (47)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## I. VISITS TO FIELD OFFICES

1. Non-Bureau governmental officials
  - a. Do not discuss Bureau policies, plans, or relationships. Courteously advise the visitor that inquiries concerning such matters are to be made at the Bureau at Washington.
  - b. Advise the Bureau of the visit, identity of the visitor, purpose, matters discussed, courtesies extended, and observations of interest to the Bureau.
2. Departmental officials
  - a. Be courteous.
  - b. Do not offer office space, clerical and stenographic assistance, or chauffeuring in Bureau automobiles.
  - c. Do not furnish information unless prior notification has been received that the official would contact the field office for information. If no notification received, before furnishing information clearance must be obtained from the Bureau.
  - d. Advise the Bureau in case of doubt.

## J. MISCELLANEOUS

- [ 1. [Firearms, defensive tactics,]and disarming demonstrations  
Are to be confined to law enforcement groups.
2. Credentials  
Are to be exhibited to all persons interviewed in such manner that the person to whom shown has an opportunity to observe and understand the connection of the Agent with the FBI.
3. Law enforcement officials
  - a. Contact with
    - (1) Contact must be maintained with law enforcement officials for the purpose of securing information of violations of Federal laws within the jurisdiction of the Bureau.
    - (2) Agents are to call on police executives when in their cities unless such visits would be so frequent as to be embarrassing.
    - (3) Local law enforcement agencies should be advised by letter of the disposition of prosecutive action taken in Federal court in cases



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

referred to Bureau by local law enforcement agencies or where Bureau fugitives are taken into custody by local law enforcement officers. They should also be advised of violations of local laws coming to the attention of the FBI.

## b. Visits to Washington

When the field requests special courtesies be afforded certain individuals, including law enforcement officers, coming to Washington, D. C., the communication so advising the Bureau shall contain biographical data and a brief summary of information in the field office files concerning the visitor.

When law enforcement executives are contemplating a visit to the Bureau at Washington, D. C., ask them to call at the office of the [head of the] Training Division, Room [5234,] Justice Building.

## c. Letters of commendation, congratulations, appreciation, and condolence

When letters of commendation, congratulations, appreciation, or condolence from the Director are recommended by the field, such recommendations should be submitted promptly. They should include the specific facts on which the recommendation is based, full identifying data and address of the citizen, and the result of a search of the field office indices concerning the citizen. In connection with the election of officers of police associations at conventions covering more than one field division territory, the field division in whose territory the convention was physically held is responsible for submitting any recommendations for letters of congratulations. The office submitting such request should summarize briefly the relations with these officers, incorporating any derogatory data which might preclude such letters. Inasmuch as the recommending office is not likely to possess all data, pertinent other field divisions should submit a brief, supplemental summary concerning officers recommended for letters who reside in their territory.

## 4. Inquiries concerning status of Bureau cases

When a state official has expressed interest in the prosecutive status of a Bureau case, for a legitimate reason, such as deferment of state prosecution pending the outcome of the Federal case, insure that such official is kept appropriately advised, including the final outcome of the matter.

## 5. U. S. Cabinet officers, Senators, and Congressmen

If an SAC receives an inquiry from a Cabinet officer or U. S. Senator or Congressman concerning an official matter, it should be brought to the Bureau's attention immediately.

## K. SOURCES OF INFORMATION

## Definition

An individual, organization, or concern willingly furnishing information to employees frequently enough to justify making a record where the source need not be protected. If occasionally the source must be protected, this may be done. If sources must be constantly concealed, they become informants or confidential sources and must be handled as such.

## 1. Index

Index card (3 by 5 inches) must be made up to contain:

- a. Names
- b. Addresses
- c. Organization or concern
- d. Type of information furnished
- e. Date of development

March 29, 1963

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 126

RE: REVISED PAGES

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Very truly yours,

John Edgar Hoover

Director

Enclosures (40)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

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  - d. Human interest items from local police work
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - g. Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research (Crime Records)

## C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television appearance, a manuscript of the remarks must be submitted for the Bureau's review and approval unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval. In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

## D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
- a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
- a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
- a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence

July 26, 1963

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 130

*obsolete*

RE: REVISED PAGES

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Pages 2c and 2d

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Pages 11 and 12  
Pages 17 and 18

Very truly yours,

John Edgar Hoover

Director

Enclosures (28)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## H. INFORMATION TO BE FURNISHED TO THE BUREAU

## 1. Which does not have a nationwide circulation or interest

## a. Relating to law enforcement concerning

- (1) Scientific apparatus
- (2) Equipment
- (3) Personnel
- (4) Methods
- (5) Economics

## b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern

- (1) The FBI, derogatory and complimentary. If possible, show author.
- (2) Outstanding abuses of parole and probation
- (3) Outstanding instances of juvenile crime
- (4) Bad local crime conditions
- (5) Scientific crime detection experts
- (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual files of police agencies clippings relative to each police school in which field participates.)
- (7) Police training in colleges and universities
- (8) Aggravated sex offenders
- (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
- (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.

## 2. Method of preparation for transmittal

- a. Mount the clipping on form FD-350 within the borders shown.
- b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
- c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
- d. [Show whether the matter mentioned is being investigated.]
- [e.] Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
- [f.] Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
- [g.] No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- [ [h.] If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page..." the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
  - [ [i.] Mounted clippings should read from top to bottom, column by column, from left to right.
  - [ [j.] All clippings must be complete.
  - [ [k.] Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations and racial matters should be forwarded.
  - [ [l.] Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.
3. Resident Agents must be alert for material appearing in the local press.
  4. Submission of publications of security interest to the Bureau
    - a. General principle governing submissions
 

The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
    - b. Manner of handling and forwarding nonevidentiary copies of publications
      - (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research Section) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
    - (2) Each SAC and each legal attache must keep the Bureau, attention Central Research Section, informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
    - (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

## 2. Files

Do not make up files or write memoranda for the preparation of sources of information.

## 3. Security and racial sources of information

Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. See section 107N, 3b, volume IV, of the Manual of Instructions for form to be followed. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 4. Gifts [should not be given to sources since such actions might be misconstrued.]

## L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following subheadings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Derogatory information
  - f. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

SACs must be alert in recommending SAC contacts that they are not posing individuals who because of business connections or personal



PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located [in areas regularly covered by road trips out of headquarters city or located] in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

September 27, 1963

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 133

*file*

RE: REVISED PAGES

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Very truly yours,

John Edgar Hoover

Director

Enclosures (27)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
- i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.

Do not:

- a. Identify law enforcement officers by name but by title and NA affiliation
- b. Show aliases of subjects of Dependents Assistance Act of 1950
- c. Show aliases of victims of WSTA cases
- d. Use complicated sentence structure
- e. Use technical references to statutes
- f. Express personal opinions
- g. Reveal identity of confidential informants
- h. Use Bureau expressions like "the subject" and "the Bureau"
- i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
- j. Use adjectives excessively

5. Transmittal

Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention Crime Records Division.

6. Dissemination

New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

- 1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
- 2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. [On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters.] In all instances [the circular] letter must include the following:
  - a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
  - b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
  - c. A statement that the matter is to be treated confidentially
  - d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
  - e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
6. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

## F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

## G. FIELD OFFICE LISTS

1. Law enforcement officials
  - a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful. Indicate by an asterisk any change which was not previously called to the Bureau's attention.
    - (1) Chiefs of police
    - (2) Sheriffs
    - (3) State police or highway patrol commanders and ranking officers in command of districts
    - (4) U. S. Marshals and deputies
    - (5) Ranking Federal law enforcement officers
    - (6) Wardens of penal institutions
    - (7) District attorneys or county prosecutors
    - (8) Railway police (if desirable)
    - (9) Officers receiving law enforcement bulletins
    - (10) Any other officials who receive identification orders
  - b. Changes in the list are to be reported in duplicate to the Bureau as they occur.
  - c. Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa	George Smith Constable	George Smythe	To show correct spelling

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## 2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division

Bureau of Customs

Cooperative Credit Bureaus

Duly Constituted Law Enforcement Officers

FBINA Graduates

Hotels

Immigration and Naturalization Service

(4) The following may appear on the list:

Automobile Clubs

Banks

[Car Rental Agencies]

County Attorneys

County Coroners

Credit Companies

Detective Agencies

Enlistment Officers, [U. S. Air

Force,] Army, Navy, Marine Corps

Employment Service

Fire Departments

Forest Service

Gunsmiths

Insurance Companies

Movie Studios

Missions Providing Lodging

Post Office Inspectors

Postmasters

Salvation Army

Secret Service

U. S. Marshals

Navy Shore Patrol

Oil Company Special Agents

Parole and Probation Officers

Plant Quarantine Officers

Protective Associations

Race Tracks

Savings and Loan Associations

Service Recruiting Officers

State Employment Offices

State Hospitals for Insane

Steamship Companies

Telegraph Companies

U. S. Attorneys

U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

October 28, 1961

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 134

*obsolete*

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## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

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- a. General principle governing submissions  
The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
  - b. Manner of handling and forwarding nonevidentiary copies of publications
    - (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research[Unit]) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."
- Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
- (2) Each SAC and each legal attache must keep the Bureau, attention Central Research[Unit,] informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
  - (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.



January 27, 1964

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 137

*obsolete*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 3 - Page 3

Section 12 - Page 6a

Section 16 - Pages 1b and 2

Section 7 - Pages 17 and 17a

Section 9 - Pages 7 and 8  
Pages 11 and 12  
Pages 15 and 15a  
Pages 15b and 16  
Pages 17 and 18  
Pages 19 and 20  
Pages 23 and 24

Part II

Section 3 - Pages 3 and 3a  
Pages 3b and 4  
Page 5  
Pages 5a and 6  
Pages 15 and 15a  
Pages 25 and 26

Section 4 - Pages 2c and 2d  
Page 25  
Pages 25a and 26  
Pages 35 and 36  
Pages 37 and 38-46  
Pages 47 and 48  
Pages 59 and 60  
Pages 63 and 64

Section 6 - Pages 5 and 5a

Index - Pages 5 and 6  
Pages 7 and 8  
Pages 13 and 14  
Pages 15 and 16  
Pages 27 and 28  
Pages 29 and 30  
Pages 31 and 32  
Pages 35 and 36

Very truly yours,

John Edgar Hoover

Director

Enclosures (34)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
  - a. Relating to law enforcement concerning
    - (1) Scientific apparatus
    - (2) Equipment
    - (3) Personnel
    - (4) Methods
    - (5) Economics
  - b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
    - (1) The FBI, derogatory and complimentary. If possible, show author.
    - (2) Outstanding abuses of parole and probation
    - (3) Outstanding instances of juvenile crime
    - (4) Bad local crime conditions
    - (5) Scientific crime detection experts
    - (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual[pertinent school]files clippings relative to each police school in which field participates.)
    - (7) Police training in colleges and universities
    - (8) Aggravated sex offenders
    - (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
    - (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
  - a. Mount the clipping on form FD-350 within the borders shown.
  - b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
  - c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
  - d. Show whether the matter mentioned is being investigated.
  - e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
  - f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
  - g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page....," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
  - i. Mounted clippings should read from top to bottom, column by column, from left to right.
  - j. All clippings must be complete.
  - k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations and racial matters should be forwarded.
  - l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.
3. Resident Agents must be alert for material appearing in the local press.
4. Submission of publications of security interest to the Bureau
- a. General principle governing submissions  
The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
  - b. Manner of handling and forwarding nonevidentiary copies of publications
    - (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research[Unit]) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."
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  - (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

May 27, 1964

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 141

*absolute*

RE: REVISED PAGES

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Part I

Section 4 - Pages 4a and 4b  
Pages 25a and 26  
Pages 37 and 38

Section 5 - Page 7  
Pages 7a and 8

Section 6 - Pages 1b and 2

Section 6 - Pages 7 and 8  
Pages 9 and 10

Section 7 - Pages 23 and 24

Section 8 - Pages 1 and 1a  
Page 3

Section 15 - Pages 1 and 2

Section 9 - Pages 23 and 24

Section 16 - Pages 1b and 2

Index - Pages 3 and 4  
Pages 21 and 22  
Pages 25 and 26  
Pages 26a and 26b  
(Page 30a deleted)  
Pages 31 and 32  
Pages 32a and 32b

Part II

Section 3 - Pages 9 and 10  
Pages 13b and 14  
Pages 15 and 15a  
Pages 19 and 20  
Pages 25 and 26  
Pages 27 and 28

Very truly yours,

John Edgar Hoover

Director

Enclosures (26)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

## 1. Contents

- a. Foreword by the Director
- b. Interesting case write-ups
- c. Articles which might assist law enforcement officers
- d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs

## 2. Distribution

Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work

## 3. Filing and indexing

- a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
- b. This file [may be destroyed when it is over five years old. Retain index cards.]
- c. Current copy should be placed in bookcase, available to all Agents.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.
4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
- a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
  - b. Improved or unusual equipment being used
  - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - d. Human interest items from local police work
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - g. Transmit all material to the Bureau under the caption: FBI Law Enforcement Bulletin Research (Crime Records)

## C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television appearance, a manuscript of the remarks must be submitted for the Bureau's review and approval unless previously approved. Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval.] In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

## D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
- a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
- a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
- a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence

June 29, 1964

MANUAL OF RULES AND REGULATIONS  
REVISION NUMBER 142

*absolute*

RE: REVISED PAGES

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Part I

Section 1 - Pages 3 and 4  
Pages 5 and 6

Section 4 - Pages 3 and 4

Section 12 - Pages 1a and 2  
Pages 3 and 4

Section 14 - Pages 11c and 12

Section 6 - Page 9

Section 7 - Pages 3 and 4

Section 8 - Pages 11 and 12  
Page 12a  
Pages 21 and 22

Section 9 - Pages 15 and 15a  
Pages 23 and 24

Index

Part II

Section 3 - Pages 5a and 6  
Pages 13 and 13a  
Pages 13b and 14  
Pages 15 and 15a  
Pages 29 and 30

Section 4 - Pages 2a and 2b  
Pages 2c and 2d  
Pages 5 and 6  
Pages 7 and 8  
Pages 25a and 26  
Pages 27 and 28  
Pages 37 and 38  
Pages 57a and 58

Pages 11 and 12  
Pages 17 and 18  
Pages 19 and 20  
Pages 23 and 24  
Pages 37 and 38

Very truly yours,

John Edgar Hoover

Director

Enclosures (31)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:

- a. Federal judges
- b. U. S. Attorneys
- c. Only outstanding state judges
- d. Governors
- e. Leading state and county prosecutors
- f. State attorneys general
- g. Officers of the National Association of County and Prosecuting Attorneys
- h. Executive secretary of state chamber of commerce
- i. In the principal cities:
  - (1) Mayors
  - (2) Chiefs of police
  - (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
  - (4) Managers or owners of leading and most important radio stations
  - (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
  - (6) Executive secretary or director of chambers of commerce
  - (7) Heads of Federal intelligence agencies
  - (8) Outstanding leaders of Government and business
  - (9) Heads of larger universities
  - (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
  - (11) Top representatives of airlines
  - (12) Managers of leading airports
  - (13) Top representatives of railroads
  - (14) Managers of leading railroad stations
  - (15) Top representatives of telephone companies
  - (16) Top representatives of Western Union
  - (17) Managers of the most outstanding and important hotels
  - (18) Heads of better business bureaus
  - (19) Heads of leading banks

14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.

15. Gifts to office contacts shall not be reclaimed as blue slip items.

M. AMERICAN LEGION CONTACTS

The SAC or ASAC shall contact at least once each year all national officers, departmental (state) officers, and members of the Americanism Commission of The American Legion. A letter shall be submitted on March 15 of each year showing that the above American Legion officials have been contacted.

N. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. [The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.]





## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Requesting authority for release
  - a. By teletype  
At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
  - b. By telephone where time is of essence  
Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. In the normal process of issuing press releases, [television and radio media should be merely provided with a written copy of the press release, and] Bureau personnel should not submit to live, filmed, [or tape-recorded interviews of any kind in connection with it.] Tact and diplomacy must be exercised in declining to participate in such interviews.
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.
9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. Copies of Bureau press releases to be placed in case file and press release file if exists.

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
  - a. Routine cases in which complaints have been filed
  - b. Selective Service cases, except when draft boards are involved
  - c. Interstate transportation of stolen motor vehicle, except when widespread rings are involved
  - d. White Slave Traffic Act
  - e. Deserter cases, except charges growing out of the harboring of deserters
  - f. Illegal wearing of uniform
  - g. Impersonation
  - h. National Firearms Act
  - i. Federal Firearms Act
  - j. Extortion
  - k. Red Cross Act
  - l. Theft from interstate shipment
  - m. May Act
  - n. Patent matters
  - o. Copyright matters
  - p. Federal Reserve Act
  - q. Mail fraud
  - r. Falsely claiming citizenship
  - s. Illegal manufacture, possession, or wearing of civil defense insignia
  - t. Illegal manufacture, sale, or use of military cremation urn
  - u. Crimes on the high seas
  - v. National Bankruptcy Act
  - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
  - x. Crimes on Indian reservation
  - y. Crimes on Government reservation
  - z. Bills of Lading Act
  - aa. False entries in records of interstate carriers
  - ab. Illegal use of a railroad pass
  - ac. Interstate transportation of gambling devices
  - ad. Interstate transportation of lottery tickets
  - ae. Interstate transportation of obscene matter
  - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
  - ag. Interstate transportation of stolen property
  - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
  - ai. Bank robbery
  - aj. Interstate transportation of stolen cattle
  - ak. Migratory Game Bird Act

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.
4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
  5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
    - a. Name of the contact
    - b. Office and home addresses and telephone numbers
    - c. Nature of service which can be received
    - d. Any comments which would be helpful in handling the individual
    - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
    - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
    - g. Any necessary descriptive data
  6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
  7. SAC contacts located in headquarters city must be contacted at least three times each year; those located [in areas regularly covered by road trips out of headquarters city or located] in resident agencies must be contacted at least two times each year.
  8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
  9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
  10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
  11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
  12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

## 2. Files

Do not make up files or write memoranda for the preparation of sources of information.

## 3. Security and racial sources of information

Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. [For security sources of information,] see section 107N, item 3b, volume IV, of the Manual of Instructions for form to be followed; [for racial sources of information, see section 130G, item 2b, volume IV, of the Manual of Instructions.] If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 4. Gifts should not be given to sources since such actions might be misconstrued.

## L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following subheadings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Derogatory information
  - f. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal

December 27, 1965

MANUAL OF RULES AND REGULATIONS  
REVISION 160

RE: REVISED PAGES

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Pages 23 and 24

Very truly yours,

John Edgar Hoover

Director

Enclosures (14)

PART II

SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
  - a. Routine cases in which complaints have been filed
  - b. Selective Service cases, except when draft boards are involved
  - c. Interstate transportation of stolen motor vehicle, except when widespread rings are involved
  - d. White Slave Traffic Act
  - e. Deserter cases, except charges growing out of the harboring of deserters
  - f. Illegal wearing of uniform
  - g. Impersonation
  - h. National Firearms Act
  - i. Federal Firearms Act
  - j. Extortion
  - k. Red Cross Act
  - l. Theft from interstate shipment
  - m. May Act
  - n. Patent matters
  - o. Copyright matters
  - p. Federal Reserve Act
  - q. Mail fraud
  - r. Falsely claiming citizenship
  - s. Illegal manufacture, possession, or wearing of civil defense insignia
  - t. Illegal manufacture, sale, or use of military cremation urn
  - u. Crimes on the high seas
  - v. National Bankruptcy Act
  - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
  - x. Crimes on Indian reservation
  - y. Crimes on Government reservation
  - z. Bills of Lading Act
  - aa. False entries in records of interstate carriers
  - ab. Illegal use of a railroad pass
  - ac. Interstate transportation of gambling devices
  - ad. Interstate transportation of lottery tickets
  - ae. Interstate transportation of obscene matter
  - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
  - ag. Interstate transportation of stolen property
  - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
  - ai. Bank robbery
  - aj. Interstate transportation of stolen cattle
  - ak. Migratory Game Bird Act

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Requesting authority for release
  - a. By teletype  
At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
  - b. By telephone where time is of essence  
Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. In the normal process of issuing press releases, [either local or national, SACs may, when requested, make personal appearances for television and radio, provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received.]
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.
9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. Copies of Bureau press releases to be placed in case file and press release file if exists.



March 28, 1966

MANUAL OF RULES AND REGULATIONS  
REVISION 163

*absolute*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages may be noted by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (26)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:
- a. Federal judges
  - b. U. S. Attorneys
  - c. Only outstanding state judges
  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
 

<ol style="list-style-type: none"> <li>(1) Mayors</li> <li>(2) Chiefs of police</li> <li>(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services</li> <li>(4) Managers or owners of leading and most important radio stations</li> <li>(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions</li> <li>(6) Executive secretary or director of chambers of commerce</li> <li>(7) Heads of Federal intelligence agencies</li> <li>(8) Outstanding leaders of Government and business</li> <li>(9) Heads of larger universities</li> <li>(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi</li> </ol>	<ol style="list-style-type: none"> <li>(11) Top representatives of airlines</li> <li>(12) Managers of leading airports</li> <li>(13) Top representatives of railroads</li> <li>(14) Managers of leading railroad stations</li> <li>(15) Top representatives of telephone companies</li> <li>(16) Top representatives of Western Union</li> <li>(17) Managers of the most outstanding and important hotels</li> <li>(18) Heads of better business bureaus</li> <li>(19) Heads of leading banks</li> </ol>
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14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

[ M. [DELETED]

N. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

January 27, 1967

MANUAL OF RULES AND REGULATIONS  
REVISION 174

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Pages ~~41 and 42~~

Very truly yours,

John Edgar Hoover

Director

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addresses is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
- [5.] [A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.]
- [6.] Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
- [7.] Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

## F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

## G. FIELD OFFICE LISTS

1. Law enforcement officials
  - a. On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each department, a list of such law enforcement officials and agencies whose cooperation might be helpful. Indicate by an asterisk any change which was not previously called to the Bureau's attention.
    - (1) Chiefs of police
    - (2) Sheriffs
    - (3) State police or highway patrol commanders and ranking officers in command of districts
    - (4) U. S. Marshals and deputies
    - (5) Ranking Federal law enforcement officers
    - (6) Wardens of penal institutions
    - (7) District attorneys or county prosecutors
    - (8) Railway police (if desirable)
    - (9) Officers receiving law enforcement bulletins
    - (10) Any other officials who receive identification orders
  - b. Changes in the list are to be reported in duplicate to the Bureau as they occur.
  - c. Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa [zip code]	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa [zip code]	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa [zip code]	George Smith Constable	George Smythe	To show correct spelling

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## 2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division	Missions Providing Lodging
Bureau of Customs	Post Office Inspectors
Cooperative Credit Bureaus	Postmasters
Duly Constituted Law Enforcement Officers	Salvation Army
FBINA Graduates	Secret Service
Hotels	U. S. Marshals
Immigration and Naturalization Service	

(4) The following may appear on the list:

Automobile Clubs	Navy Shore Patrol
Banks	Oil Company Special Agents
[Car Rental Agencies]	Parole and Probation Officers
County Attorneys	Plant Quarantine Officers
County Coroners	Protective Associations
Credit Companies	Race Tracks
Detective Agencies	Savings and Loan Associations
Enlistment Officers, [U. S. Air Force, Army, Navy, Marine Corps]	Service Recruiting Officers
Employment Service	State Employment Offices
Fire Departments	State Hospitals for Insane
Forest Service	Steamship Companies
Gunsmiths	Telegraph Companies
Insurance Companies	U. S. Attorneys
Movie Studios	U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

December 29, 1967  
MANUAL OF RULES AND REGULATIONS  
REVISION 186

RE: REVISED PAGES

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Part II

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Very truly yours,

John Edgar Hoover

Director

Enclosures (11)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

## 2. Files

Do not make up files or write memoranda for the preparation of sources of information.

## 3. Security and racial sources of information

Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. For security sources of information, see section 107N, item 3b, volume IV, of the Manual of Instructions for form to be followed; for racial sources of information, see section 130G, item 2b, volume IV, of the Manual of Instructions. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 4. Gifts should not be given to sources since such actions might be misconstrued.

## L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made [and an FD-9 submitted] on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following sub-headings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - [e. Results of Identification Division check]
  - [f.] Derogatory information
  - [g.] Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.



May 27, 1968  
MANUAL OF RULES AND REGULATIONS  
REVISION 191

RE: REVISED PAGES

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Very truly yours,

John Edgar Hoover

Director

Enclosures (27)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
- i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.
- Do not:
  - a. Identify law enforcement officers by name but by title and NA affiliation
  - b. Show aliases of subjects of Dependents Assistance Act of 1950
  - c. Show aliases of victims of WSTA cases
  - d. Use complicated sentence structure
  - e. Use technical references to statutes
  - f. Express personal opinions
  - g. Reveal identity of confidential informants
  - h. Use Bureau expressions like "the subject" and "the Bureau"
  - i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
  - j. Use adjectives excessively

## 5. Transmittal

Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention Crime Records Division.

## 6. Dissemination

New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

## E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

- 1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
- 2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. [On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters.] In all instances [the circular] letter must include the following:
  - a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
  - b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
  - c. A statement that the matter is to be treated confidentially
  - d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
  - e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

## F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

## G. FIELD OFFICE LISTS

## 1. Law enforcement officials

[ On March 1 of each year all field offices shall forward to the Bureau a communication pertaining to a list of law enforcement officials and agencies whose cooperation might be helpful. One of the two following procedures should be used:]

- a. [(1)] On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each Department, [the list described above.] Indicate by an asterisk any change which was not previously called to the Bureau's attention.
  - [(a)] Chiefs of police
  - [(b)] Sheriffs
  - [(c)] State police or highway patrol commanders and ranking officers in command of districts
  - [(d)] U. S. Marshals and deputies
  - [(e)] Ranking Federal law enforcement officers
  - [(f)] Wardens of penal institutions
  - [(g)] District attorneys or county prosecutors
  - [(h)] Railway police (if desirable)
  - [(i)] Officers receiving law enforcement bulletins
  - [(j)] Any other officials who receive identification orders
- [(2)] Changes in the list are to be reported in duplicate to the Bureau as they occur.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[(3)] Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

- [b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.]

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## 2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division	Missions Providing Lodging
Bureau of Customs	Post Office Inspectors
Cooperative Credit Bureaus	Postmasters
Duly Constituted Law Enforcement Officers	Salvation Army
FBINA Graduates	Secret Service
Hotels	U. S. Marshals
Immigration and Naturalization Service	

(4) The following may appear on the list:

Automobile Clubs	Navy Shore Patrol
Banks	Oil Company Special Agents
[Car Rental Agencies]	Parole and Probation Officers
County Attorneys	Plant Quarantine Officers
County Coroners	Protective Associations
Credit Companies	Race Tracks
Detective Agencies	Savings and Loan Associations
Enlistment Officers, [U. S. Air Force, Army, Navy, Marine Corps]	Service Recruiting Officers
Employment Service	State Employment Offices
Fire Departments	State Hospitals for Insane
Forest Service	Steamship Companies
Gunsmiths	Telegraph Companies
Insurance Companies	U. S. Attorneys
Movie Studios	U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
  - a. Routine cases in which complaints have been filed
  - b. Selective Service cases, except when draft boards are involved
  - c. Interstate transportation of stolen motor vehicle, except when widespread rings are involved
  - d. White Slave Traffic Act
  - e. Deserter cases, except charges growing out of the harboring of deserters
  - f. Illegal wearing of uniform
  - g. Impersonation
  - h. National Firearms Act
  - i. [State Firearms Control Assistance Act; unlawful possession or receipt of firearms]
  - j. Extortion
  - k. Red Cross Act
  - l. Theft from interstate shipment
  - m. May Act
  - n. Patent matters
  - o. Copyright matters
  - p. Federal Reserve Act
  - q. Mail fraud
  - r. Falsely claiming citizenship
  - s. Illegal manufacture, possession, or wearing of civil defense insignia
  - t. Illegal manufacture, sale, or use of military cremation urn
  - u. Crimes on the high seas
  - v. National Bankruptcy Act
  - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
  - x. Crimes on Indian reservation
  - y. Crimes on Government reservation
  - z. Bills of Lading Act
  - aa. False entries in records of interstate carriers
  - ab. Illegal use of a railroad pass
  - ac. Interstate transportation of gambling devices
  - ad. Interstate transportation of lottery tickets
  - ae. Interstate transportation of obscene matter
  - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
  - ag. Interstate transportation of stolen property
  - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
  - ai. Bank robbery
  - aj. Interstate transportation of stolen cattle
  - ak. Migratory Game Bird Act

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Requesting authority for release
  - a. By teletype  
At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
  - b. By telephone where time is of essence  
Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. In the normal process of issuing press releases, [either local or national, SACs may, when requested, make personal appearances for television and radio, provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received.]
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.
9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. Copies of Bureau press releases to be placed in case file and press release file if exists.



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Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

2. Files  
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and racial sources of information  
Every[six]months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. For security sources of information, see section 107N, item 3b, volume IV, of the Manual of Instructions for form to be followed; for racial sources of information, see section 130G, item 2b, volume IV, of the Manual of Instructions. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

## L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following sub-headings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Results of Identification Division check
  - f. Derogatory information
  - g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

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Very truly yours,  
John Edgar Hoover  
Director

Enclosures (11)

## SECTION 8. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

- b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## 2. Identification orders, wanted flyers, check circulars, and apprehension orders

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, check circulars, and apprehension orders are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at the time the field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to the field office mailing list.

a. Addressograph plates are to be prepared at the Bureau upon receipt of field request. (The Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on the list.

(1) The quality of the assistance the addressee is in a position to give

(2) The cooperation which has been afforded

(3) The following must appear on the list:

Alcohol and Tobacco Tax Division

Bureau of Customs

Cooperative Credit Bureaus

Duly Constituted Law Enforcement Officers

FBINA Graduates

Hotels

Immigration and Naturalization Service

Missions Providing Lodging

Post Office Inspectors

Postmasters

Salvation Army

Secret Service

U. S. Marshals

(4) The following may appear on the list:

Automobile Clubs

Banks

[ Car Rental Agencies]

County Attorneys

County Coroners

Credit Companies

Detective Agencies

Enlistment Officers, [U. S. Air

Force, Army, Navy, Marine Corps

Employment Service

Fire Departments

Forest Service

Gunsmiths

Insurance Companies

Movie Studios

Navy Shore Patrol

Oil Company Special Agents

Parole and Probation Officers

Plant Quarantine Officers

Protective Associations

Race Tracks

Savings and Loan Associations

Service Recruiting Officers

State Employment Offices

State Hospitals for Insane

Steamship Companies

Telegraph Companies

U. S. Attorneys

U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to the desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

APRIL 25, 1969  
MANUAL OF RULES AND REGULATIONS  
REVISION 202

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Enclosures (23)

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Alcohol, Tobacco[and Firearms]

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Bureau of Customs

Cooperative Credit Bureaus

Duly Constituted Law Enforcement Officers

FBINA Graduates

Hotels

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Banks

Car Rental Agencies

County Attorneys

County Coroners

Credit Companies

Detective Agencies

Enlistment Officers, U. S. Air

Force, Army, Navy, Marine Corps

Employment Service

Fire Departments

Forest Service

Gunsmiths

Insurance Companies

Movie Studios

Missions Providing Lodging

Post Office Inspectors

Postmasters

Salvation Army

Secret Service

U. S. Marshals

Navy Shore Patrol

Oil Company Special Agents

Parole and Probation Officers

Plant Quarantine Officers

Protective Associations

Race Tracks

Savings and Loan Associations

Service Recruiting Officers

State Employment Offices

State Hospitals for Insane

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JULY 28, 1969  
MANUAL OF RULES AND REGULATIONS  
REVISION 205

*obsolete*

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Very truly yours,

John Edgar Hoover

Director

Enclosures (31)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

## 2. Files

Do not make up files or write memoranda for the preparation of sources of information.

## 3. Security and racial sources of information

Every six months a letter of justification[(FD-401)]should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. [Follow instructions set out in]section 130G, item 2b, volume IV, of the Manual of Instructions. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 4. Gifts should not be given to sources since such actions might be misconstrued.

## L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following sub-headings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Results of Identification Division check
  - f. Derogatory information
  - g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

OCTOBER 31, 1969  
MANUAL OF RULES AND REGULATIONS  
REVISION 208

*Okole*

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

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Section 6 - Pages 5 and 5a

Very truly yours,

John Edgar Hoover

Director

Enclosures (23)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## H. INFORMATION TO BE FURNISHED TO THE BUREAU

## 1. Which does not have a nationwide circulation or interest

## a. Relating to law enforcement concerning

- (1) Scientific apparatus
- (2) Equipment
- (3) Personnel
- (4) Methods
- (5) Economics

## b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern

- (1) The FBI, derogatory and complimentary. If possible, show author.
- (2) Outstanding abuses of parole and probation
- (3) Outstanding instances of juvenile crime
- (4) Bad local crime conditions
- (5) Scientific crime detection experts
- (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual[pertinent school]files clippings relative to each police school in which field participates.)
- (7) Police training in colleges and universities
- (8) Aggravated sex offenders
- (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
- (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.

## 2. Method of preparation for transmittal

- a. Mount the clipping on form FD-350 within the borders shown.
- b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
- c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
- d. Show whether the matter mentioned is being investigated.
- e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
- f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
- g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page..." the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
  - i. Mounted clippings should read from top to bottom, column by column, from left to right.
  - j. All clippings must be complete.
  - k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations should be forwarded.
  - l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.
  - 3. Resident Agents must be alert for material appearing in the local press.
  - 4. Submission of publications of security interest to the Bureau
    - a. General principle governing submissions
 

The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
    - b. Manner of handling and forwarding nonevidentiary copies of publications
      - (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of the Central Research Unit) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."
- Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
- (2) Each SAC and each legal attache must keep the Bureau, attention Central Research Unit, informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
  - (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

JANUARY 30, 1970  
MANUAL OF RULES AND REGULATIONS  
REVISION 211

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (19)



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
  - a. Routine cases in which complaints have been filed
  - b. Selective Service cases, except when draft boards are involved
  - c. Interstate transportation of stolen motor vehicle, except when wide-spread rings are involved
  - d. White Slave Traffic Act
  - e. Deserter cases, except charges growing out of the harboring of deserters
  - f. Illegal wearing of uniform
  - g. Impersonation
  - h. National Firearms Act
  - i. [State Firearms Control Assistance Act; unlawful possession or receipt of firearms]
  - j. Extortion
  - k. Red Cross Act
  - l. Theft from interstate shipment
  - m. May Act
  - n. Patent matters
  - o. Copyright matters
  - p. Federal Reserve Act
  - q. Mail fraud
  - r. Falsely claiming citizenship
  - s. Illegal manufacture, possession, or wearing of civil defense insignia
  - t. Illegal manufacture, sale, or use of military cremation urn
  - u. Crimes on the high seas
  - v. National Bankruptcy Act
  - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
  - x. Crimes on Indian reservation
  - y. Crimes on Government reservation
  - z. Bills of Lading Act
  - aa. False entries in records of interstate carriers
  - ab. Illegal use of a railroad pass
  - ac. Interstate transportation of gambling devices
  - ad. Interstate transportation of lottery tickets
  - ae. Interstate transportation of obscene matter
  - af. Escaped Federal prisoner; escape and rescue, parole violator or conditional release violator or probation violator
  - ag. Interstate transportation of stolen property
  - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
  - ai. Bank robbery
  - aj. Interstate transportation of stolen cattle
  - ak. Migratory Game Bird Act

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Requesting authority for release
  - a. By teletype  
At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
  - b. By telephone where time is of essence  
Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. [In those instances in which a press release is issued at SOG, television and radio media should be merely provided with a written copy of the press release, and Bureau personnel should not submit to live, filmed, or tape-recorded interviews of any kind, including the reading of the release itself, without prior Bureau authority. Tact and diplomacy must be exercised in declining to participate in such interviews. With respect to local press releases, SACs may, when requested, make personal appearances on television and radio provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received.]
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. Copies of Bureau press releases to be placed in case file and press release file if exists.

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
  - a. Foreword by the Director
  - b. Interesting case write-ups
  - c. Articles which might assist law enforcement officers
  - d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs
2. Distribution  
Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
  - a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
  - b. This file may be destroyed when it is over five years old. Retain index cards.
  - c. Current copy should be placed in bookcase, available to all Agents.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.
4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
- Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
  - Improved or unusual equipment being used
  - Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - Human interest items from local police work
  - Police and firearms training subjects
  - Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin.  
Research (Crime Records)

## C. SPEECHES

- Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television appearance, a manuscript of the remarks must be submitted for the Bureau's review and approval unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval. In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
- Copy of Bureau letter approving speaker should be placed in his field personnel file.
- Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

## D. INTERESTING CASE WRITE-UPS

- Write-ups of interesting cases may be:
  - Requested by the Bureau
  - Voluntarily submitted by the office of origin
  - Suggested by other offices
- They are prepared concerning cases of:
  - Major importance
  - Public interest
  - Unusual and effective investigative techniques
  - Novel investigations of human interest
- They are prepared:
  - Double spaced
  - Bureau file number to appear in upper left corner of first page
  - Title includes names and aliases of convicted subjects
  - Accurately
  - After a review of the entire file
  - In chronological or logical order, with all dates definite
  - Showing the actual time which is to be served under sentence

FEBRUARY 27, 1970  
MANUAL OF RULES AND REGULATIONS  
REVISION 212

RE: REVISED PAGES

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Very truly yours,

John Edgar Hoover

Director

Enclosures (43)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

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10. Copies of Bureau press releases to be placed in case file and press release file if exists.
- [ 11. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.]

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Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
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## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

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- a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
  - b. Improved or unusual equipment being used
  - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - d. Human interest items from local police work
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
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FBI Law Enforcement Bulletin  
Research (Crime Records)

## C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television appearance, a manuscript of the remarks must be submitted for the Bureau's review and approval unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval. In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

## D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
- a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
- a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
- a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence

MARCH 27, 1970  
MANUAL OF RULES AND REGULATIONS  
REVISION 214

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (23)



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## H. INFORMATION TO BE FURNISHED TO THE BUREAU

## 1. Which does not have a nationwide circulation or interest

## a. Relating to law enforcement concerning

- (1) Scientific apparatus
- (2) Equipment
- (3) Personnel
- (4) Methods
- (5) Economics

## b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern

- (1) The FBI, derogatory and complimentary. If possible, show author.
- (2) Outstanding abuses of parole and probation
- (3) Outstanding instances of juvenile crime
- (4) Bad local crime conditions
- (5) Scientific crime detection experts
- (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual [pertinent school] files clippings relative to each police school in which field participates.)
- (7) Police training in colleges and universities
- (8) Aggravated sex offenders
- (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
- (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.

## 2. Method of preparation for transmittal

- a. Mount the clipping on form FD-350 within the borders shown.
- b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
- c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
- d. Show whether the matter mentioned is being investigated.
- e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
- f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
- g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page..." the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
  - i. Mounted clippings should read from top to bottom, column by column, from left to right.
  - j. All clippings must be complete.
  - k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations should be forwarded.
  - l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.
  - 3. Resident Agents must be alert for material appearing in the local press.
  - 4. Submission of publications of security interest to the Bureau
    - a. General principle governing submissions  
The Bureau desires to receive publications of security interest at the SOG for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
    - b. Manner of handling and forwarding nonevidentiary copies of publications
      - (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of [Research Section, Domestic Intelligence Division]) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."
- Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
- (2) Each SAC and each legal attache must keep the Bureau, attention [Research Section, Domestic Intelligence Division,] informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
  - (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

APRIL 27, 1970  
MANUAL OF RULES AND REGULATIONS  
REVISION 215

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Very truly yours,

John Edgar Hoover

Director

Enclosures (31)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

- b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## 2. Identification orders, wanted flyers, and check circulars

Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, and check circulars are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at time field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to field office mailing list.

a. Addressograph plates are to be prepared at Bureau upon receipt of field request. (Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.

b. Decide what organizations, individuals, or concerns are to appear on list.

- (1) Quality of assistance addressee is in a position to give
- (2) Cooperation which has been afforded
- (3) Following must appear on list:

Alcohol, Tobacco and Firearms

Division

Bureau of Customs

Cooperative Credit Bureaus

Duly Constituted Law Enforcement Officers

FBINA Graduates

Hotels

Immigration and Naturalization Service

- (4) Following may appear on list:

Automobile Clubs

Banks

Car Rental Agencies

County Attorneys

County Coroners

Credit Companies

Detective Agencies

Enlistment Officers, U. S. Air

Force, Army, Navy, Marine Corps

Employment Service

Fire Departments

Forest Service

Gunsmiths

Insurance Companies

Movie Studios

Missions Providing Lodging

Post Office Inspectors

Postmasters

Salvation Army

Secret Service

U. S. Marshals

Navy Shore Patrol

Oil Company Special Agents

Parole and Probation Officers

Plant Quarantine Officers

Protective Associations

Race Tracks

Savings and Loan Associations

Service Recruiting Officers

State Employment Offices

State Hospitals for Insane

Steamship Companies

Telegraph Companies

U. S. Attorneys

U. S. Commissioners

c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.

d. Give consideration to desirability of circularizing motels.

e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

MAY 28, 1970  
MANUAL OF RULES AND REGULATIONS  
REVISION 216

RE: REVISED PAGES

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Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

## 2. Files

Do not make up files or write memoranda for the preparation of sources of information.

## 3. Security and racial sources of information

Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and racial sources of information. Follow instructions set out in section 130H, item 2b, volume IV, of the Manual of Instructions. If the security or racial source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 4. Gifts should not be given to sources since such actions might be misconstrued.

## L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following sub-headings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Results of Identification Division check
  - f. Derogatory information
  - g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.
4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
  5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
    - a. Name of the contact
    - b. Office and home addresses and telephone numbers
    - c. Nature of service which can be received
    - d. Any comments which would be helpful in handling the individual
    - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
    - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
    - g. Any necessary descriptive data
  6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
  7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
  8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
  9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
  10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
  11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
  12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.



JUNE 26, 1970  
MANUAL OF RULES AND REGULATIONS  
REVISION 217

RE: REVISED PAGES

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Section 7 - ~~Pages 25a and 26~~

Section 9 - ~~Pages 1 and 2~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (19)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
- [ 10. In contacts with the press concerning a bank robbery, bank burglary, or bank larceny no information should be volunteered concerning the amount of loot obtained. Specific questions by members of the press concerning amount of loot may be answered only following the arrest of an individual or individuals for violation of the Federal bank robbery statute.]
- [ 11.] Copies of Bureau press releases to be placed in case file and press release file if exists.
- [ 12.] In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

## 1. Contents

- a. Foreword by the Director
- b. Interesting case write-ups
- c. Articles which might assist law enforcement officers
- d. Insert containing notices regarding the ten most wanted fugitives; fugitives wanted by the Bureau and the police, including fingerprint classifications and physical descriptions; a limited number of missing persons with their photographs

## 2. Distribution

Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work

## 3. Filing and indexing

- a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
- b. This file may be destroyed when it is over five years old. Retain index cards.
- c. Current copy should be placed in bookcase, available to all Agents.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- d. Each insert should be filed with the bulletin to which it relates. No indexing of individual notices contained therein is necessary.
4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
- Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
  - Improved or unusual equipment being used
  - Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - Human interest items from local police work
  - Police and firearms training subjects
  - Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research (Crime Records)

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  - Public interest
  - Unusual and effective investigative techniques
  - Novel investigations of human interest
3. They are prepared:
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MANUAL OF RULES AND REGULATIONS  
NOVEMBER 27, 1970  
REVISION 222

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Very truly yours,

John Edgar Hoover

Director

Enclosures (15)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. In contacts with the press concerning a bank robbery, bank burglary, or bank larceny no information should be volunteered concerning the amount of loot obtained. Specific questions by members of the press concerning amount of loot may be answered only following the arrest of an individual or individuals for violation of the Federal bank robbery statute.
11. Copies of Bureau press releases to be placed in case file and press release file if exists.
12. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
  - a. Foreword by the Director
  - b. Interesting case write-ups
  - c. Articles which might assist law enforcement officers
  - d. [Deleted]
2. Distribution

Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
  - a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by SOG.
  - b. This file may be destroyed when it is over five years old. Retain index cards.
  - c. Current copy should be placed in bookcase, available to all Agents.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- [ d. [Deleted]
4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
- Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy men
  - Improved or unusual equipment being used
  - Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - Human interest items from local police work
  - Police and firearms training subjects
  - Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research (Crime Records)

## C. SPEECHES

- Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television appearance, a manuscript of the remarks must be submitted for the Bureau's review and approval unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval. In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
- Copy of Bureau letter approving speaker should be placed in his field personnel file.
- Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, FBI Notes, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

## D. INTERESTING CASE WRITE-UPS

- Write-ups of interesting cases may be:
  - Requested by the Bureau
  - Voluntarily submitted by the office of origin
  - Suggested by other offices
- They are prepared concerning cases of:
  - Major importance
  - Public interest
  - Unusual and effective investigative techniques
  - Novel investigations of human interest
- They are prepared:
  - Double spaced
  - Bureau file number to appear in upper left corner of first page
  - Title includes names and aliases of convicted subjects
  - Accurately
  - After a review of the entire file
  - In chronological or logical order, with all dates definite
  - Showing the actual time which is to be served under sentence

MANUAL OF RULES AND REGULATIONS  
JANUARY 27, 1971  
REVISION 224

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I.

Section 4 - - Pages ~~9 and 10~~

Section 6 - - Pages 1 and 1a

Section 5 - - Pages ~~1 and 2~~  
Pages ~~5 and 6~~

Section 7 - - Pages ~~5 and 6~~  
Pages ~~7 and 8~~

Section 6 - - Pages ~~4a and 4b~~  
Page ~~11~~ (new)

Section 11 - Pages 3 and 4

Section 14 - Page ~~17~~

Part II

Section 1 - - Pages ~~5a and 6~~

Section 2 - - Page ~~5~~  
Pages ~~5a and 6~~

Section 4 - - Pages ~~4a and 4b~~  
Pages ~~23 and 24~~  
Pages ~~35 and 36~~  
Pages ~~39 and 40~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (17)

## SECTION . PUBLICATIONS, PRESS, AND PUBLIC CONTACTS .

## A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
  - a. Routine cases in which complaints have been filed
  - b. Selective Service cases, except when draft boards are involved
  - c. Interstate transportation of stolen motor vehicle, except when wide-spread rings are involved
  - d. White Slave Traffic Act
  - e. Deserter cases, except charges growing out of the harboring of deserters
  - f. Illegal wearing of uniform
  - g. Impersonation
  - h. National Firearms Act
  - i. [State Firearms Control Assistance Act; unlawful possession or receipt of firearms]
  - j. Extortion
  - k. Red Cross Act
  - l. Theft from interstate shipment
  - m. May Act
  - n. Patent matters
  - o. Copyright matters
  - p. Federal Reserve Act
  - q. Mail fraud
  - r. Falsely claiming citizenship
  - s. Illegal manufacture, possession, or wearing of civil defense insignia
  - t. Illegal manufacture, sale, or use of military cremation urn
  - u. Crimes on the high seas
  - v. National Bankruptcy Act
  - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
  - x. Crimes on Indian reservation
  - y. Crimes on Government reservation
  - z. Bills of Lading Act
  - aa. False entries in records of interstate carriers
  - ab. Illegal use of a railroad pass
  - ac. Interstate transportation of gambling devices
  - ad. Interstate transportation of lottery tickets
  - ae. Interstate transportation of obscene matter
  - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
  - ag. Interstate transportation of stolen property
  - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
  - ai. Bank robbery
  - aj. Interstate transportation of stolen cattle
  - ak. Migratory Game Bird Act



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Requesting authority for release
  - a. By teletype  
At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
  - b. By telephone where time is of essence  
Confer with division head having supervision of the matter for investigative clearance and with the office of the division head of the Crime Records Division for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. In those instances in which a press release is issued at SOG, television and radio media should be merely provided with a written copy of the press release, and Bureau personnel should not submit to live, filmed, or tape-recorded interviews of any kind, including the reading of the release itself, without prior Bureau authority. Tact and diplomacy must be exercised in declining to participate in such interviews. With respect to local press releases, SACs may, when requested, make personal appearances on television and radio provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received. [Reading of these local press releases on the telephone to the news media should be done by the SAC or ASAC.]
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.

MANUAL OF RULES AND REGULATIONS  
AUGUST 27, 1971  
REVISION 231

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Part I

Table of Contents  
~~Pages 1 and 2~~

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~~Page 19~~  
~~Pages 25 and 26~~

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~~Pages 17a and 18~~  
~~Pages 19 and 20~~  
~~Pages 21 and 22~~

Very truly yours,

John Edgar Hoover

Director

Enclosures (39)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index.

## 2. Files

Do not make up files or write memoranda for the preparation of sources of information.

## 3. Security and [extremist] sources of information

Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and [extremist] sources of information. Follow instructions set out in section 130H, item 2b, volume IV, of the Manual of Instructions. If the security or [extremist] source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 4. Gifts should not be given to sources since such actions might be misconstrued.

## L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the Crime Records Division. Use the following sub-headings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Results of Identification Division check
  - f. Derogatory information
  - g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

MANUAL OF RULES AND REGULATIONS  
MARCH 28, 1972  
REVISION 238

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Section 7 - - Pages ~~17~~ and ~~17a~~  
Section 9 - - Pages 21 and 22  
              Page 25

Very truly yours,

John Edgar Hoover

Director

Enclosures (15)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

- b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, and check circulars  
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, and check circulars are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at time field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to field office mailing list.
- a. Addressograph plates are to be prepared at Bureau upon receipt of field request. (Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
  - b. Decide what organizations, individuals, or concerns are to appear on list.
    - (1) Quality of assistance addressee is in a position to give
    - (2) Cooperation which has been afforded
    - (3) Following must appear on list:
 

Alcohol, Tobacco and Firearms Division	Missions Providing Lodging
Bureau of Customs	[Postal Service] Inspectors
Cooperative Credit Bureaus	Postmasters
Duly Constituted Law Enforcement Officers	Salvation Army
FBINA Graduates	Secret Service
Hotels	U. S. Marshals
Immigration and Naturalization Service	
    - (4) Following may appear on list:
 

Automobile Clubs	Navy Shore Patrol
Banks	Oil Company Special Agents
Car Rental Agencies	Parole and Probation Officers
County Attorneys	Plant Quarantine Officers
County Coroners	Protective Associations
Credit Companies	Race Tracks
Detective Agencies	Savings and Loan Associations
Enlistment Officers, U. S. Air Force, Army, Navy, Marine Corps	Service Recruiting Officers
Employment Service	State Employment Offices
Fire Departments	State Hospitals for Insane
Forest Service	Steamship Companies
Gunsmiths	Telegraph Companies
Insurance Companies	U. S. Attorneys
Movie Studios	U. S. [Magistrates]
  - c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
  - d. Give consideration to desirability of circularizing motels.
  - e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

MANUAL OF RULES AND REGULATIONS  
AUGUST 28, 1972  
REVISION 243

RE: REVISED PAGES

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- Section 6 - Pages 3 and 4  
Pages 4c and 4d  
Pages 5 and 6
- Section 10 - Pages 3 and 4  
Pages 5 and 6
- Section 12 - Pages 1 and 1a  
Pages 1b and 2  
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L. Patrick Gray, III

Acting Director

Enclosures (23)



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:
- a. Federal judges
  - b. U. S. Attorneys
  - c. Only outstanding state judges
  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
    - (1) Mayors
    - (2) Chiefs of police
    - (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
    - (4) Managers or owners of leading and most important radio stations
    - (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
    - (6) Executive secretary or director of chambers of commerce
    - (7) Heads of Federal intelligence agencies
    - (8) Outstanding leaders of Government and business
    - (9) Heads of larger universities
    - (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
    - (11) Top representatives of airlines
    - (12) Managers of leading airports
    - (13) Top representatives of railroads
    - (14) Managers of leading railroad stations
    - (15) Top representatives of telephone companies
    - (16) Top representatives of Western Union
    - (17) Managers of the most outstanding and important hotels
    - (18) Heads of better business bureaus
    - (19) Heads of leading banks
    - [(20) Influential minority leaders]
14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

## M. DELETED

## N. NEWS MEDIA CONTACTS

- [ As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers [including minority-oriented newspapers,] must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

MANUAL OF RULES AND REGULATIONS  
FEBRUARY 27, 1973  
REVISION 249

RE: REVISED PAGES

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Section 7 - Pages 1 and 2  
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Page 20a  
Pages 21 and 22

L. Patrick Gray, III

Acting Director

Enclosures (15)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

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7	Jonesville, Iowa zip code	Richard Brown Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

- b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, and check circulars  
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, and check circulars are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at time field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to field office mailing list.
  - a. Addressograph plates are to be prepared at Bureau upon receipt of field request. (Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
  - b. Decide what organizations, individuals, or concerns are to appear on list.
    - (1) Quality of assistance addressee is in a position to give
    - (2) Cooperation which has been afforded
    - (3) Following must appear on list:
 

[Bureau of Alcohol, Tobacco and Firearms]	Missions Providing Lodging
Bureau of Customs	Postal Service Inspectors
Cooperative Credit Bureaus	Postmasters
Duly Constituted Law Enforcement Officers	Salvation Army
FBINA Graduates	Secret Service
Hotels	U. S. Marshals
Immigration and Naturalization Service	
    - (4) Following may appear on list:
 

Automobile Clubs	Navy Shore Patrol
Banks	Oil Company Special Agents
Car Rental Agencies	Parole and Probation Officers
County Attorneys	Plant Quarantine Officers
County Coroners	Protective Associations
Credit Companies	Race Tracks
Detective Agencies	Savings and Loan Associations
Enlistment Officers, U. S. Air Force, Army, Navy, Marine Corps	Service Recruiting Officers
Employment Service	State Employment Offices
Fire Departments	State Hospitals for Insane
Forest Service	Steamship Companies
Gunsmiths	Telegraph Companies
Insurance Companies	U. S. Attorneys
Movie Studios	U. S. Magistrates
  - c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
  - d. Give consideration to desirability of circularizing motels.
  - e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete [or when it is determined a source is deceased.]

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index [except when it has been determined that source is deceased, at which time general index card can be destroyed immediately. Under all other conditions the general index cards shall be retained for 20 years subsequent to the removal of cards from the special source of information index.]

2. Files  
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and extremist sources of information  
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and extremist sources of information. Follow instructions set out in section 130H, item 2b, volume IV, of the Manual of Instructions. If the security or extremist source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

## L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "\_\_\_\_\_, SAC Contact." Mark the letter for the attention of the [Training] Division. Use the following sub-headings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Results of Identification Division check
  - f. Derogatory information
  - g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. SAC contacts located in headquarters city must be contacted at least three times each year; those located in areas regularly covered by road trips out of headquarters city or located in resident agencies must be contacted at least two times each year.
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. Each office must submit a complete roster of SAC contacts to reach the Bureau by the first week of May and November, each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

MANUAL OF RULES AND REGULATIONS  
MARCH 27, 1973  
REVISION 250

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 1 - (Revised)

Pages 1 and 2  
Pages 3 and 4  
Pages 5 and 6  
Pages 7 and 8  
Page 9

Section 9 - Page 1  
Pages 1a and 2

Section 14 - Page 17

Part II

Section 1 - Pages 5a and 6  
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Section 2 - Pages 1b and 1c  
Page 1d  
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Section 4 - Pages 41 and 42-46  
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Section 6 - Pages 1 and 1a  
Pages 1b and 2  
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Section 7 - Pages 5 and 6

Index - Pages 39 and 40  
Pages 41 and 42

L. Patrick Gray, III

Acting Director

Enclosures (23)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## A. PRESS RELEASES

Employees are forbidden to furnish to the press either directly or indirectly any information concerning Bureau matters without prior authorization from the Bureau except in following instances. (Bureau in turn must obtain departmental clearance as set forth in Departmental Order 2460.)

1. Bureau authority is granted for SACs to make releases on purely routine cases, local in nature, not involving other field divisions, national policy, national interest, other Federal agencies, state, county, or municipal employees, or persons of prominence whose names would be newsworthy in themselves, and where arrests have been made with the authorization of the USA in the following classifications. The Bureau is to be advised that such releases have been made.
  - a. Routine cases in which complaints have been filed
  - b. Selective Service cases, except when draft boards are involved
  - c. Interstate transportation of stolen motor vehicle, except when wide-spread rings are involved
  - d. White Slave Traffic Act
  - e. Deserter cases, except charges growing out of the harboring of deserters
  - f. Illegal wearing of uniform
  - g. Impersonation
  - h. National Firearms Act
  - i. State Firearms Control Assistance Act; unlawful possession or receipt of firearms
  - j. Extortion
  - k. Red Cross Act
  - l. Theft from interstate shipment
  - m. May Act
  - n. Patent matters
  - o. Copyright matters
  - p. [Bank Fraud and Embezzlement]
  - q. Mail fraud
  - r. Falsely claiming citizenship
  - s. Illegal manufacture, possession, or wearing of civil defense insignia
  - t. Illegal manufacture, sale, or use of military cremation urn
  - u. Crimes on the high seas
  - v. National Bankruptcy Act
  - w. Theft, embezzlement, robbery, illegal possession of, or destruction of Government property
  - x. Crimes on Indian reservation
  - y. Crimes on Government reservation
  - z. Bills of Lading Act
  - aa. False entries in records of interstate carriers
  - ab. Illegal use of a railroad pass
  - ac. Interstate transportation of gambling devices
  - ad. Interstate transportation of lottery tickets
  - ae. Interstate transportation of obscene matter
  - af. Escaped Federal prisoner, escape and rescue, parole violator or conditional release violator or probation violator
  - ag. Interstate transportation of stolen property
  - ah. Unlawful flight to avoid prosecution, unlawful flight to avoid confinement, unlawful flight to avoid giving testimony (Bureau still to be promptly advised)
  - ai. Bank robbery
  - aj. Interstate transportation of stolen cattle
  - ak. Migratory Bird Act



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Requesting authority for release
  - a. By teletype  
At least four hours before the time of release, developments in the case, an outline of the release, and statement release will be made UACB are to be furnished the Bureau.
  - b. By telephone where time is of essence  
Confer with division head having supervision of the matter for investigative clearance and with [Press Services Office] for final press clearance. While good judgment must prevail, in important cases in which a local newspaper deadline is approaching, it may be advisable to telephone the Bureau for clearance.
3. Press releases are to be made personally only by the SAC or in his absence by the ASAC.
4. Releases are to be made both at headquarters and the local area affected by developments. All material prepared for the public must be reviewed word for word. It is not to contain words or phrases which might be regarded as objectionable or offensive to a member of any race, creed, or religious sect. Thorough advance planning should be utilized wherever possible, and all press releases should be coordinated to eliminate any avoidable delays.
5. In the absence of an overriding consideration bearing on the public interest, no statement should be put in an announcement to the press to the effect that a subject either has confessed or has admitted his crimes without specific Bureau approval. In case of doubt, consult the Bureau. When the fact that a subject has given a confession is included in a complaint and an inquiry is forthcoming from the press, a "no comment" reply should be given. The complaint is a court record and must be left to speak for itself.
6. On-the-spot announcements by SAC are authorized in emergency situations in which good judgment so dictates. Emergency on-the-spot statements by Agents limited to their official identity and, if known, the identity of fugitive or criminal in gun battle. If badly wanted fugitive apprehended in remote area and SAC absent, Agent may, in rare emergency only and where time of essence, furnish bare details. Contact by SAC with press should be effected immediately where press desires further details.
7. In those instances in which a press release is issued at [FBIHQ,] television and radio media should be merely provided with a written copy of the press release, and Bureau personnel should not submit to live, filmed, or tape-recorded interviews of any kind, including the reading of the release itself, without prior Bureau authority. Tact and diplomacy must be exercised in declining to participate in such interviews. With respect to local press releases, SACs may, when requested, make personal appearances on television and radio provided no interviews are conducted and there is absolutely no elaboration over and above the original press release. These conditions should be made known in advance to television and radio station representatives when such requests are received. Reading of these local press releases on the telephone to the news media should be done by the SAC or ASAC.
8. In the absence of special circumstances, Bureau Agents should never suggest or request a reporter or another representative of a newspaper or similar publication to withhold the publication of news. In the event that special circumstances do exist, it will be necessary to clear with the Bureau prior to making any such request.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
  10. In contacts with the press concerning a bank robbery, bank burglary, or bank larceny no information should be volunteered concerning the amount of loot obtained. Specific questions by members of the press concerning amount of loot may be answered only following the arrest of an individual or individuals for violation of the Federal bank robbery statute.
  11. Copies of Bureau press releases to be placed in case file and press release file if exists.
  12. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.
  - [ 13. Bureau personnel, including SACs and ASACs, are not to participate  
[ in give-and-take news conferences without prior Bureau authority  
[ including clearance by the Press Services Office. This will be  
[ permitted only in the rarest of circumstances where mitigating facts  
[ clearly indicate it is to the Bureau's best interests to participate.]
- B. FBI LAW ENFORCEMENT BULLETIN
- This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.
1. Contents
    - a. Foreword by the Director
    - b. Interesting case write-ups
    - c. Articles which might assist law enforcement officers
    - d. Deleted
  2. Distribution  
Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
  3. Filing and indexing
    - a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by[FBIHQ.]
    - b. This file may be destroyed when it is over five years old. Retain index cards.
    - c. Current copy should be placed in bookcase, available to all Agents.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## d. Deleted

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
  - a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy graduates
  - b. Improved or unusual equipment being used
  - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - d. [Deleted]
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - g. Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research[(Training Division)]

## C. SPEECHES

1. Bureau is to be notified of all speaking engagements. Speaking engagements are to be handled by the SAC. If he cannot handle them, the ASAC should. If neither can, an Agent previously approved as a speaker is to be designated and the Bureau advised UACB. Changes in speaking engagements must be communicated promptly to the Bureau. Three weeks prior to any radio or television appearance, a manuscript of the remarks must be submitted for the Bureau's review and approval unless previously approved Bureau material is utilized or the program is of an impromptu nature and time does not permit prior Bureau approval. In some other cases involving important speeches, the Bureau will specifically request such manuscripts. If speech is to be broadcast or televised, prior Bureau approval of manuscript and commitment must be obtained. These regulations, as well as all other FBI administrative procedures, should not be the subject of comment to the public.
2. Copy of Bureau letter approving speaker should be placed in his field personnel file.
3. Each office is to designate a supervisor to handle speech material. To this supervisor must be routed law enforcement bulletins, interesting case material, magazines, research literature, and newspaper clippings containing information of value to police instructors and approved speakers. This material to be indexed as to subject matter and filed in the speech material files.

## D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
  - a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
  - a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
  - a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## H. INFORMATION TO BE FURNISHED TO THE BUREAU

1. Which does not have a nationwide circulation or interest
  - a. Relating to law enforcement concerning
    - (1) Scientific apparatus
    - (2) Equipment
    - (3) Personnel
    - (4) Methods
    - (5) Economics
  - b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern
    - (1) The FBI, derogatory and complimentary. If possible, show author.
    - (2) Outstanding abuses of parole and probation
    - (3) Outstanding instances of juvenile crime
    - (4) Bad local crime conditions
    - (5) Scientific crime detection experts
    - (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual[pertinent school]files clippings relative to each police school in which field participates.)
    - (7) Police training in colleges and universities
    - (8) Aggravated sex offenders
    - (9) Matters appearing in the press concerning Members of Congress or the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
    - (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.
2. Method of preparation for transmittal
  - a. Mount the clipping on form FD-350 within the borders shown.
  - b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
  - c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
  - d. Show whether the matter mentioned is being investigated.
  - e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
  - f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
  - g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page....," the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
  - i. Mounted clippings should read from top to bottom, column by column, from left to right.
  - j. All clippings must be complete.
  - k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations should be forwarded.
  - l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.
  - 3. Resident Agents must be alert for material appearing in the local press.
  - 4. Submission of publications of security interest to the Bureau
    - a. General principle governing submissions
 

The Bureau desires to receive publications of security interest at [FBIHQ] for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
    - b. Manner of handling and forwarding nonevidentiary copies of publications
      - (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of [Section IS-3, Intelligence Division]) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."
- Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
- (2) Each SAC and each legal attache must keep the Bureau, attention [Section IS-3, Intelligence Division], informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
  - (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

RE: REVISED PAGES

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Part I

Section 1 - Pages 7 and 8

Section 4 - Pages 5 and 6  
Pages 7 and 8

Section 10 - Pages 1 and 2

Section 14 - Pages 15 and 16

Section 16 - Pages 7 and 8

Section 6 - Pages 1b and 2  
Pages 7 and 8

Section 7 - Pages 5 and 6

Section 8 - Pages 20a and 20b  
Pages 21 and 22  
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Section 3 - Pages 1 and 1a  
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Section 4 - Page 12a  
Pages 19 and 20  
Pages 21 and 22

Index - Pages 27a and 27b

William D. Ruckelshaus

Acting Director

Enclosures (23)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
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11. Copies of Bureau press releases to be placed in case file and press release file if exists.
12. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.
13. Bureau personnel, including SACs and ASACs, are not to participate in give-and-take news conferences without prior Bureau authority including clearance by the Press Services Office. This will be permitted only in the rarest of circumstances where mitigating facts clearly indicate it is to the Bureau's best interests to participate.

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
  - a. Foreword by the Director
  - b. Interesting case write-ups
  - c. Articles which might assist law enforcement officers
  - d. Deleted
2. Distribution

Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
  - a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by FBIHQ.
  - b. This file may be destroyed when it is over five years old. Retain index cards.
  - c. Current copy should be placed in bookcase, available to all Agents.
  - d. Deleted

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
  - a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy graduates
  - b. Improved or unusual equipment being used
  - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - d. Deleted
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - g. Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research[(Files and Communications Division)]

## C. SPEECHES

1. [The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent Supervisor approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.]
2. It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th, each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups.
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.]

## D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
  - a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
  - a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
  - a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete or when it is determined a source is deceased.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index except when it has been determined that source is deceased, at which time general index card can be destroyed immediately. Under all other conditions the general index cards shall be retained for 20 years subsequent to the removal of cards from the special source of information index.

2. Files  
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and extremist sources of information  
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and extremist sources of information. Follow instructions set out in section 130H, item 2b, volume IV, of the Manual of Instructions. If the security or extremist source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

## L. SAC CONTACTS

1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "          , SAC Contact." Mark the letter for the attention of the [Files and Communications] Division. Use the following subheadings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Results of Identification Division check
  - f. Derogatory information
  - g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
  - g. Any necessary descriptive data
6. Each contact is to be indexed in the general indices. The card is to show the name of the individual, date of preparation, and the notation, "See SAC."
7. [The frequency of personal contact with SAC contacts is left to the discretion of the SAC; contacts should be evaluated periodically to determine their effectiveness and the desirability of their continuance.]
8. Advise Bureau immediately when a contact is discontinued UACB. If the contact is transferred or moves to another city located within another field division, a copy of the communication advising of the discontinuance should be designated for that field division. Also advise field division of background information re contact.
9. Advise Bureau promptly of changes of addresses or status of SAC contacts.
10. [Each office must submit a complete alphabetical roster of SAC contacts to reach the Bureau by the first week of November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.]
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

MANUAL OF RULES AND REGULATIONS  
AUGUST 27, 1973  
REVISION 255

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 1 - Pages 7 and 8  
Page 9

Section 4 - Pages 17a and 18

Section 6 - Page 4a-b

Section 11 - Page 5

Section 6 - Pages 1b and 2  
Pages 3 and 3a

Section 7 - Pages 21 and 21a  
Pages 33 and 34

Section 8 - Pages 1 and 1a  
Pages 10a and 10b  
Pages 17 and 18  
Pages 18a and 18b

Part II

Section 1 - Page 1  
Pages 1a and 2

Section 2 - Page 1d

Section 3 - Pages 3 and 3a

Section 4 - Pages 50a and 50b  
Pages 53 and 54  
Page 54a  
Pages 55 and 56  
Pages 57 and 57a  
Pages 61 and 62

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Index - Pages 1 and 2  
Page 2a  
Pages 7 and 8  
Pages 17 and 18  
Page 18a  
Page 43  
Pages 43a and 44

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## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

9. In cases involving bombings having an apparent racial or religious basis with the resultant public interest, the SAC should issue a statement to the press indicating the SAC has arrived at the scene or is en route to actively assist local investigative authorities, making available to them every possible cooperative service of the FBI, including the Bureau's full laboratory and identification facilities, to further assist them by handling out-of-state leads, and to take charge of all investigative efforts that may indicate any Federal violation. At no time should this statement indicate that the criminal act is obviously outside the investigative jurisdiction of the FBI nor should full investigative responsibility for the incident be either assumed or declared. The issuance of this statement requires prior Bureau approval in every such instance, and the Bureau should be contacted telephonically and furnished known facts of the incident so a prompt statement can be authorized.
10. In contacts with the press concerning a bank robbery, bank burglary, or bank larceny no information should be volunteered concerning the amount of loot obtained. Specific questions by members of the press concerning amount of loot may be answered only following the arrest of an individual or individuals for violation of the Federal bank robbery statute.
11. Copies of Bureau press releases to be placed in case file and press release file if exists.
12. In connection with service awards to Bureau personnel, SACs may provide news media with a photograph and a brief biographical sketch of employee. No employee may submit to a personal interview by a newsman in connection with such an award or under any other circumstances, for that matter, without prior Bureau authority. This does not preclude an SAC or other Bureau official from issuing news releases in accordance with existing Bureau policy.
13. Bureau personnel, including SACs and ASACs, are not to participate in give-and-take news conferences without prior Bureau authority including clearance by the Press Services Office. This will be permitted only in the rarest of circumstances where mitigating facts clearly indicate it is to the Bureau's best interests to participate.

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
  - a. Foreword by the Director
  - b. Interesting case write-ups
  - c. Articles which might assist law enforcement officers
  - d. Deleted
2. Distribution

Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
  - a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by FBIHQ.
  - b. This file may be destroyed when it is over five years old. Retain index cards.
  - c. Current copy should be placed in bookcase, available to all Agents.
  - d. Deleted

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
  - a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy graduates
  - b. Improved or unusual equipment being used
  - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - d. Deleted
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - g. Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research (Files and Communications Division)

## C. SPEECHES

1. The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.
2. It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th, each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups.
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.

## D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
  - a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
  - a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
  - a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
- i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.
- 4. Do not:
  - a. Identify law enforcement officers by name but by title and NA affiliation
  - b. Show aliases of subjects of Dependents Assistance Act of 1950
  - c. Show aliases of victims of WSTA cases
  - d. Use complicated sentence structure
  - e. Use technical references to statutes
  - f. Express personal opinions
  - g. Reveal identity of confidential informants
  - h. Use Bureau expressions like "the subject" and "the Bureau"
  - i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
  - j. Use adjectives excessively
- 5. Transmittal  
Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention [Files and Communications] Division.
- 6. Dissemination  
New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

## E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

- 1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
- 2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters. In all instances the circular letter must include the following:
  - a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
  - b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
  - c. A statement that the matter is to be treated confidentially
  - d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
  - e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

## F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

## G. FIELD OFFICE LISTS

## 1. Law enforcement officials

On March 1 of each year all field offices shall forward to the Bureau a communication pertaining to a list of law enforcement officials and agencies whose cooperation might be helpful. One of the two following procedures should be used:

- a. (1) On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each Department, the list described above. Indicate by an asterisk any change which was not previously called to the Bureau's attention.
  - (a) Chiefs of police
  - (b) Sheriffs
  - (c) State police or highway patrol commanders and ranking officers in command of districts
  - (d) U. S. Marshals and deputies
  - (e) Ranking Federal law enforcement officers
  - (f) Wardens of penal institutions
  - (g) District attorneys or county prosecutors
  - (h) Railway police (if desirable)
  - (i) Officers receiving law enforcement bulletins
  - (j) Any other officials who receive identification orders
- (2) Changes in the list are to be reported in duplicate to the Bureau as they occur.

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 3 - Page 3

Section 8 - Pages 1 and 1a

Section 16 - Pages 1 and 1a  
Pages 3 and 3a  
Pages 3b and 4

Part II

Section 1 - Page 1

Section 3 - Pages 7b and 8  
Pages 17a and 18  
Page 19

Section 4 - Page 18a  
Pages 41 and 42-46  
Pages 50a and 50b

Section 5 - Pages 5 and 6

Section 6 - Pages 3b and 4  
Pages 7 and 8

Section 7 - Pages 21 and 21a

Section 8 - Pages 27 and 28

Section 9 - Pages 13 and 14

Index

Pages 36a and 36b  
Pages 37 and 38  
39 and 40  
41 and 42  
45 and 46

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Director

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## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

(3) Letters advising the Bureau of changes are to be set up as indicated:

Page No.	City	Deleted	Added	Remarks
4	Center City, Iowa zip code	John M. Doe, Sheriff Wayne County	R. Roe, Sheriff Wayne County	
7	Jonesville, Iowa zip code	Richard Brown, Chief of Police		Deceased successor not named
3	Brownsville, Iowa zip code	George Smith Constable	George Smythe	To show correct spelling

- b. As an alternative, offices which believe it will save time and material may make any necessary changes as they occur in this list by typing the appropriate change on a strip of paper which will be taped over the item to be corrected. [The date of the revision will be typed on a strip of paper and will be taped under the page number of the amended page.] The page bearing the correction may then be reproduced on Xerox equipment and the new copy inserted in place of the corrected. Copies of the amended pages may then be furnished to the Bureau and interested employees in the offices. In this procedure, it is necessary to appropriately flag each individual change so that it may be readily identified without the necessity of a name-by-name review. Offices using this procedure must make the customary annual review of the list and submit a letter to the Bureau on March 1 of each year advising that the list the Bureau has is accurate and current.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

2. Identification orders, wanted flyers, and check circulars  
Each field office must maintain a mailing list composed of individuals and organizations to which identification orders, wanted flyers, and check circulars are to be sent. Each field office must review annually its mailing list in order to see that no data is sent to firms which have ceased business or have merged with other organizations. A survey should be conducted by Agents each year by every office, at time field office mailing list is purged, to determine whether additional names of individuals and businesses should be added to field office mailing list.
  - a. Addressograph plates are to be prepared at Bureau upon receipt of field request. (Bureau will prepare, on its own initiative, Addressograph plates for new FBINA graduates.) Title of position is used rather than name of incumbent.
  - b. Decide what organizations, individuals, or concerns are to appear on list.
    - (1) Quality of assistance addressee is in a position to give
    - (2) Cooperation which has been afforded
    - (3) Following must appear on list:
 

Bureau of Alcohol, Tobacco	Missions Providing Lodging
and Firearms	Postal Service Inspectors
Cooperative Credit Bureaus	Postmasters
Duly Constituted Law Enforcement Officers	Salvation Army
FBINA Graduates	Secret Service
Hotels	[U. S. Customs Service]
Immigration and Naturalization Service	U. S. Marshals
    - (4) Following may appear on list:
 

Automobile Clubs.	Navy Shore Patrol
Banks	Oil Company Special Agents
Car Rental Agencies	Parole and Probation Officers
County Attorneys	Plant Quarantine Officers
County Coroners	Protective Associations
Credit Companies	Race Tracks
Detective Agencies	Savings and Loan Associations
Enlistment Officers, U. S. Air Force, Army, Navy, Marine Corps	Service Recruiting Officers
Employment Service	State Employment Offices
Fire Departments	State Hospitals for Insane
Forest Service	Steamship Companies
Gunsmiths	Telegraph Companies
Insurance Companies	U. S. Attorneys
Movie Studios	U. S. Magistrates
  - c. Identification orders, wanted flyers, and check circulars are to be furnished newspapers and periodicals only upon their specific request. Should a compelling reason exist for distribution of an identification order, a wanted flyer, or a check circular, such as possible employment of a fugitive by a newspaper or periodical, secure Bureau approval for such distribution.
  - d. Give consideration to desirability of circularizing motels.
  - e. Veterans Administration (VA) installations should be circularized on identification order fugitives who are veterans. Office of origin has responsibility for instructing other offices to initiate distribution to VA installations in such cases.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete or when it is determined a source is deceased.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index except when it has been determined that source is deceased, at which time general index card can be destroyed immediately. Under all other conditions the general index cards shall be retained for 20 years subsequent to the removal of cards from the special source of information index.

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Do not make up files or write memoranda for the preparation of sources of information.
3. Security and extremist sources of information  
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and extremist sources of information. Follow instructions set out in section 130H, item 2b, volume IV, of the Manual of Instructions. If the security or extremist source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
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1. SAC contacts are defined as persons who, because of their positions, can and do render extraordinary service, or provide unusual and highly valuable assistance to the FBI upon the request of the SAC.
2. A complete file review must be made and an FD-9 submitted on each contact (file review on spouses, near relatives, or business not necessary unless special circumstances prevail).
3. SAC contacts must be approved by the Bureau. Request this approval by letter to the Bureau captioned "                    , SAC Contact." Mark the letter for the attention of the [External Affairs] Division. Use the following subheadings in the order given:
  - a. Description of proposed SAC contact
  - b. Services this contact can provide
  - c. Past relations with field office
  - d. Thumbnail sketch of known history
  - e. Results of Identification Division check
  - f. Derogatory information
  - g. Recommendation of SAC

Submit an original and two copies, but one of the copies should consist only of the first page of the communication. If the SAC contact is approved, the single-page copy is to be stamped approved and returned to the field. If the contact is not approved, a letter is to be submitted to the field stating why the individual cannot be used as an SAC contact.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

SACs must be alert in recommending SAC contacts that they are not proposing individuals who because of business connections or personal activities or close association with other persons will be involved in unfavorable publicity or become the subject of adverse investigative activity, or who will capitalize on their friendly association with the SAC.

4. Except where a suitable file is already in existence, a dead file in classification 80 is to be opened on each contact.
5. A three- by five-inch card on each contact is to be retained in an SAC contact box in the exclusive possession of the SAC. Each card is to contain:
  - a. Name of the contact
  - b. Office and home addresses and telephone numbers
  - c. Nature of service which can be received
  - d. Any comments which would be helpful in handling the individual
  - e. Date of first contact and name of SAC first developing the contact (Show in the lower left corner on the front of the card.)
  - f. Dates of contacts by the SAC (to be entered on the reverse side of the card in longhand). Contacts more frequent than quarterly should not be listed.
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10. [Each office must submit a complete alphabetical roster of SAC contacts to reach the Bureau by the first week of November each year. If there are any changes in address, employment, or other pertinent data, such information should be set forth. If there is no change in status, so state.]
11. From time to time, the Bureau sends these contacts reprints of speeches and other material to assist in making them more "FBI minded" and aware of some of the problems confronting us. Any indication that such material is not welcomed by any SAC contact should be made known to the Bureau without delay.
12. Immediately upon assuming the duties of SAC, such SAC should visit all persons listed as SAC contacts and in addition leading officials located in the field division.

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

Part I

Section 12 - Pages 5 and 6  
Pages 9 and 10

Section 14 - Page 11b

Part II

Section 2 - Page 11

Section 3 - Page 3b  
Pages 3c and 4  
Pages 13c and 14  
Pages 37 and 38

Section 4 - Pages 1 and 1a  
Pages 1b and 2  
Pages 35 and 36  
Pages 37 and 38  
Pages 39 and 40  
Pages 41 and 42-46  
Page 47-50  
Pages 51 and 52  
Pages 57b and 58  
Pages 59 and 60

Section 6 - Pages 1 and 1a  
Pages 1b and 1c  
Pages 1d and 1e  
Pages 1f and 2  
Page 2a  
Pages 3 and 3a  
Pages 5c and 6  
Pages 9 and 10

Section 7 - Pages 5 and 6  
Pages 7 and 8  
Pages 23 and 24  
Pages 33 and 34

Section 8 - Pages 11 and 12  
Pages 13 and 14  
Page 14a  
Pages 15 and 16  
Pages 17 and 18  
Pages 18a and 18b  
Page 18c  
Pages 23 and 24

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Clarence M. Kelley

Director

Enclosures (39)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## [A. PRESS POLICY

## 1. Confidential Nature of FBI Operations

See Part I, Section 1, page 9, paragraph B of Manual of Rules and Regulations.

## 2. Title 28, Section 50.2 of the Code of Federal Regulations concerning release of information by personnel of the Department of Justice relating to criminal and civil proceedings states:

"(a) General. (1) The availability to news media of information in criminal and civil cases is a matter which has become increasingly a subject of concern in the administration of justice. The purpose of this statement is to formulate specific guidelines for the release of such information by personnel of the Department of Justice.

"(2) While the release of information for the purpose of influencing a trial is, of course, always improper, there are valid reasons for making available to the public information about the administration of the law. The task of striking a fair balance between the protection of individuals accused of crime or involved in civil proceedings with the Government and public understandings of the problems of controlling crime and administering government depends largely on the exercise of sound judgment by those responsible for administering the law and by representatives of the press and other media.

"(3) Inasmuch as the Department of Justice has generally fulfilled its responsibilities with awareness and understanding of the competing needs in this area, this statement, to a considerable extent, reflects and formalizes the standards to which representatives of the Department have adhered in the past. Nonetheless, it will be helpful in ensuring uniformity of practice to set forth the following guidelines for all personnel of the Department of Justice.

"(4) Because of the difficulty and importance of the questions they raise, it is felt that some portions of the matters covered by this statement, such as the authorization to make available Federal conviction records and a description of items seized at the time of arrest, should be the subject of continuing review and consideration by the Department on the basis of experience and suggestions from those within and outside the Department.

"(b) Guidelines to criminal actions. (1) These guidelines shall apply to the release of information to news media from the time a person is the subject of a criminal investigation until any proceeding resulting from such as investigation has been terminated by trial or otherwise.

"(2) At no time shall personnel of the Department of Justice furnish any statement or information for the purpose of influencing the outcome of a defendant's trial, nor shall personnel of the Department furnish any statement or information, which could reasonably be expected to be disseminated by means of public communication, if such a statement or information may reasonably be expected to influence the outcome of a pending or future trial.

"(3) Personnel of the Department of Justice, subject to specific limitations imposed by law or court rule or order, may make public the following information:

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

"(i) The defendant's name, age, residence, employment, marital status, and similar background information.

"(ii) The substance or text of the charge, such as a complaint, indictment, or information.

"(iii) The identity of the investigating and/or arresting agency and the length or scope of an investigation.

"(iv) The circumstances immediately surrounding an arrest, including the time and place of arrest, resistance, pursuit, possession and use of weapons, and a description of physical items seized at the time of arrest.

"Disclosures should include only incontrovertible, factual matters, and should not include subjective observations. In addition, where background information or information relating to the circumstances of an arrest or investigation would be highly prejudicial or where the release thereof would serve no law enforcement function, such information should not be made public.

"(4) Personnel of the Department shall not volunteer for publication any information concerning a defendant's prior criminal record, but information drawn from Federal conviction records may be made available in response to a specific request.

"(5) Because of the particular danger of prejudice resulting from statements in the period approaching and during trial, they ought strenuously to be avoided during that period. Any such statement or release shall be made only on the infrequent occasion when circumstances absolutely demand a disclosure of information and shall include only information which is clearly not prejudicial.

"(6) The release of certain types of information generally tends to create dangers of prejudice without serving a significant law enforcement function. Therefore, personnel of the Department should refrain from making available the following:

"(i) Observations about a defendant's character.

"(ii) Statements, admissions, confessions, or alibis attributable to a defendant, or the refusal or failure of the accused to make a statement.

"(iii) Reference to investigative procedures such as fingerprints, polygraph examinations, ballistic tests, or laboratory tests, or to the refusal by the defendant to submit to such tests or examinations.

"(iv) Statements concerning the identity, testimony, or credibility of prospective witnesses.

"(v) Statements concerning evidence or argument in the case, whether or not it is anticipated that such evidence or argument will be used at trial.

"(vi) Any opinion as to the accused's guilt, or the possibility of a plea of guilty to the offense charged, or the possibility of a plea to a lesser offense.

"(7) Personnel of the Department of Justice should take no action to encourage or assist news media in photographing or televising a defendant or accused person being held or transported in Federal custody. Departmental representatives should not make available photographs of a defendant unless a law enforcement function is served thereby.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

"(8) This statement of policy is not intended to restrict the release of information concerning a defendant who is a fugitive from justice.

"(9) Since the purpose of this statement is to set forth generally applicable guidelines, there will, of course, be situations in which it will limit the release of information which would not be prejudicial under the particular circumstances. If a representative of the Department believes that in the interest of the fair administration of justice and the law enforcement process information beyond these guidelines should be released, in a particular case, he shall request the permission of the Attorney General or the Deputy Attorney General to do so.

"(c) Guidelines to civil actions. Personnel of the Department of Justice associated with a civil action shall not during its investigation or litigation make or participate in making an extrajudicial statement, other than a quotation from or reference to public records, which a reasonable person would expect to be disseminated by means of public communication if there is a reasonable likelihood that such dissemination will interfere with a fair trial and which relates to:

"(1) Evidence regarding the occurrence or transaction involved.

"(2) The character, credibility, or criminal records of a party, witness, or prospective witness.

"(3) The performance or results of any examinations or tests or the refusal or failure of a party to submit to such.

"(4) An opinion as to the merits of the claims or defenses of a party, except as required by law or administrative rule.

"(5) Any other matter reasonably likely to interfere with a fair trial of the action."

3. News Releases

Fairness, accuracy, and sensitivity to the rights of defendants, as well as to the public's right to know, must prevail in all dealings with the news media. Favoritism should be shown toward no newsman or no news medium.

Information concerning the FBI, including information regarding arrests and other developments in cases investigated by the FBI, is disclosed to news media, including newspapers, news magazines, news services, and radio and television networks or stations, (a) as news releases or announcements, initiated by the FBI, and (b) as responses to inquiries emanating from newsmen.

Each field office should maintain a control file containing all news releases issued by the office since the last inspection.

a. "One-Office" news releases

The vast majority of news releases made by field offices are issued to announce arrests in FBI cases. The provisions of Section 50.2 clearly apply to all of these. If an SAC feels that an exception to those provisions should be made in any individual case, he should make his views known to the Assistant Directors of (a) the substantive division involved and (b) the External Affairs Division. Exceptions to the instructions provided in Section 50.2 can be approved only by the Attorney General or the Deputy Attorney General, not by any official of the FBI.



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

All news releases made by field offices should be issued over the name of the SAC. They should be issued to all interested news media in the field office territory as simultaneously as possible; and they should provide as full an account of the facts as can be disclosed within the provisions of Section 50.2. In news releases announcing arrests or other developments attributable to the joint efforts of the FBI and other law enforcement agencies, appropriate recognition should, of course, be given to those other agencies.

SACs may authorize other experienced Special Agents, including Resident Agents, in their field offices to read or deliver news releases issued over the SAC's name to news media after the SAC has approved those news releases. However, those Special Agents should not expand upon the information in the news releases; and they should answer any inquiry or request for additional information by courteously telling the newsman involved that his inquiry or request will be brought to the attention of the SAC as quickly as possible for his consideration and action. The reason for the policy of referring all such matters to the SAC is to assure both uniformity and accuracy of any supplemental information that is provided to news media.

SACs also may authorize other experienced Special Agents to record news releases in compliance with requests of radio and television stations. However, only SACs or ASACs should make live or filmed television appearances involving the reading of news releases.

SACs have the option of accepting or declining such time-consuming requests made by radio and television stations. If declined, however, the declinations should be tactfully worded and explained so as to avoid any impression of partiality. If a request is accepted, the radio and/or television station involved should understand that the SAC or the Special Agent designated by the SAC will merely read the text of the news release and will not answer questions.

On occasion, SACs also issue news releases or make announcements dealing with administrative matters such as transfers of the SAC or ASAC of the field office or presentation of service awards to personnel of the field office. On such occasions, photographs and biographical sketches of the personnel involved may be made available to the news media. However, requests to interview these employees about their official duties and experiences should tactfully be declined.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

So as to minimize the opportunities for criminal elements to harass Special Agents and their families, neither photographs nor biographical sketches of Special Agents should be made available to news media in connection with news releases, announcements, or inquiries pertaining to FBI investigations. The sole exception is in the case of employees who are killed in line of duty, in which instances the release of photographs and biographical data should be coordinated with the Administrative Division and the External Affairs Division.

b. "Multi-Office" news releases

News releases announcing arrests or other important developments in wide-ranging investigations often require close coordination and simultaneous release to the press by two or more field offices. The External Affairs Division should be consulted before any such news release is made, and consideration should be given to the question of whether a national news release is merited.

c. National news releases

As a general rule, national news releases announcing arrests or other investigative developments are issued only in exceptional cases involving (1) prominent persons, such as well-known business and civic leaders, entertainers, athletes, or officials of local, county, state, or Federal Government; (2) persons of national notoriety, such as members of the "Ten Most Wanted Fugitives"; (3) persons arrested for crimes that have attracted nationwide interest, such as prevailed in the 1950 robbery of Brink's Inc., at Boston, Massachusetts, and the 1964 murder of three young civil rights workers in Neshoba County, Mississippi; and (4) persons whose crimes have international ramifications, such as espionage agents or fugitives who have fled abroad. The heads of headquarters and field divisions should assure that the essential facts of all such cases, including anticipated developments therein, are promptly brought to the attention of the External Affairs Division on a continuing basis.

National news releases generally will be issued in Washington, D. C. However, copies will be furnished to all interested field offices so that the SACs of those offices can make them available to local news media within minutes of their release in Washington.

SACs should not expand upon the contents of national news releases without approval of both the substantive division involved and the External Affairs Division.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## 4. News Media Inquiries

There are two categories of news media inquiries. The first involves routine inquiries received at the field office regarding either investigative or administrative matters. These should be answered by the SAC or ASAC within the guidelines indicated above.

In responding to such inquiries, SACs and ASACs should be courteous, factual, and as helpful as possible. They should, however, avoid answering hypothetical questions or questions that would require them to express personal opinions on matters of intense local or national controversy.

The second category involves inquiries from the news media in emergency situations. Often these are received by Special Agents at the scenes of arrests, gun battles, or other fast-moving developments in investigations.

Unless undercover assignments or similar overriding circumstances dictate otherwise, Special Agents who are approached by newsmen at the scenes of fast-moving developments in FBI cases should (a) identify themselves as "a Special Agent of the FBI," (b) furnish the name of the field office to which they are assigned, and (c) state the general nature of the investigative operations, such as "We are here to serve an arrest (or a search) warrant." Requests for additional information should be answered by courteously referring the newsman to the field office or to the temporary field headquarters if such a temporary field headquarters has been established in the area.

Only SACs or ASACs should participate in question-and-answer interviews with representatives of any news medium at the scenes of fast-moving developments in FBI cases. In emergency situations, however, Special Agents can relay reporters' questions to the SAC by telephone or radio; and the SAC's responses thereto can be furnished to the reporters in the SAC's name by a Special Agent. In other than such emergency situations, Special Agents should courteously refer newsmen to the SAC or ASAC for answers to their questions; and Special Agents' investigative responsibilities attendant to such fast-moving developments must take precedence over questions or inquiries of newsmen.

No FBI employee should knowingly furnish an erroneous, deceptive, or misleading answer to a news media inquiry. In the overwhelming majority of cases, an unequivocal and definitive answer can be given reporters' questions regarding whether the FBI is, or is not, investigating a specific criminal act, as well as the reason why we have or have not instituted investigation. However, in kidnap-for-ransom cases and related crimes involving a threat against human life, neither the fact that the crime has occurred, nor the fact that the FBI is investigating it, should be disclosed or confirmed without the approval of the substantive investigative division and the External Affairs Division.

Due to the sensitivity of many banking-type institutions to publicity concerning the amount of loot obtained in robberies, burglaries, and larcenies of financial institutions, such information should not be disclosed to news media without the concurrence of the General Investigative Division and the External Affairs Division.

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Under no circumstances should any employee ask or suggest that a newsman withhold information from the public without the concurrence of the substantive investigative division and the External Affairs Division.

## 5. Fugitive Publicity

News releases and other public disclosures designed to solicit public cooperation in the apprehension of FBI fugitives may contain more facts about the fugitive's criminal background than are permissible in news releases and announcements regarding arrests.

In publicity regarding FBI fugitives, extreme care should be taken to avoid statements that brand a fugitive as guilty of a crime for which he has not been convicted. Arrest numbers or other data that identify a photograph as having been made in connection with a past arrest or imprisonment should not appear in photographs of fugitives that are furnished to news media.

Field offices should coordinate all fugitive publicity with the Special Investigative Division and the External Affairs Division; and they should not hesitate to consult the External Affairs Division regarding questions or problems that arise in any area of news media relations.

## 6. Liaison With News Media

SACs who consider it necessary or advisable to do so may use one or more experienced Special Agents to assist in facilitating prompt and effective liaison with the news media. Such Agents will not be spokesmen for their field offices. They may furnish information to news media in the SAC's name after it has been approved by the SAC. They also may assist in preparing news releases, as well as responses to news media inquiries. These Agents should devote no more time to such news media liaison duties than is absolutely necessary.

It is the intent of these guidelines to facilitate a more open stance and, thereby, a mutually beneficial relationship between FBI and news media representatives. SACs, as well as other employees acting for them in news media relations, should be as responsive as practical and possible to inquiries and requests made by newsmen. The term "No comment" should be avoided except when its use is absolutely necessary. If an SAC does not know the answer to a newsman's question, he should have no hesitancy in stating, "I don't know," and/or, depending upon the nature of the inquiry, telling the newsman that he will contact him (the newsman) as soon as he has information that can be furnished to him.

SACs should avail themselves of every opportunity to meet and become well acquainted with leading citizens throughout their field divisions, including representatives of all important news media. They should seek to cultivate a personal, as well as an official, relationship with these individuals to the fullest extent that the demands of other duties make possible.]

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

1. Contents
  - a. Foreword by the Director
  - b. Interesting case write-ups
  - c. Articles which might assist law enforcement officers
  - d. Deleted
2. Distribution

Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work
3. Filing and indexing
  - a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by FBIHQ.
  - b. This file may be destroyed when it is over five years old. Retain index cards.
  - c. Current copy should be placed in bookcase, available to all Agents.
  - d. Deleted
4. Each office must submit to the Bureau annually at least three suggestions for articles, identifying the suggested author, and briefly describing the nature of the suggested article. The article should not be prepared, submitted, or mentioned to the suggested author until the Bureau directs that it be obtained. Suggestions may cover any general or specific subject of law enforcement interest, including the following:
  - a. Better investigative or administrative methods and techniques of any nature, particularly those used or developed by FBI National Academy graduates
  - b. Improved or unusual equipment being used
  - c. Complicated, unusual, and well-handled cases which are illustrative of law enforcement problems and excellent police work
  - d. Deleted
  - e. Police and firearms training subjects
  - f. Crime prevention articles from departments which have taken aggressive action to combat juvenile delinquency
  - g. Transmit all material to the Bureau under the caption:  
FBI Law Enforcement Bulletin  
Research[(External Affairs)]Division)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## C. SPEECHES

1. The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.
2. It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th, each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups.
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.

## D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
  - a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
  - a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
  - a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
- i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.
- 4. Do not:
  - a. Identify law enforcement officers by name but by title and NA affiliation
  - b. Show aliases of subjects of Dependents Assistance Act of 1950
  - c. Show aliases of victims of WSTA cases
  - d. Use complicated sentence structure
  - e. Use technical references to statutes
  - f. Express personal opinions
  - g. Reveal identity of confidential informants
  - h. Use Bureau expressions like "the subject" and "the Bureau"
  - i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
  - j. Use adjectives excessively
- 5. Transmittal  
Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, attention [External Affairs] Division.
- 6. Dissemination  
New ones issued by the Bureau should be carefully reviewed for possible interest to feature writers in field office territory and consideration given to supplying them to appropriate writers. If there is an appreciable passage of time after issuance, obtain Bureau approval before release. Pertinent photographs, if available, will be furnished by the Bureau on request.

## E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

- 1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
- 2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters. In all instances the circular letter must include the following:
  - a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
  - b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
  - c. A statement that the matter is to be treated confidentially
  - d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
  - e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

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3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

## F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

## G. FIELD OFFICE LISTS

## 1. Law enforcement officials

On March 1 of each year all field offices shall forward to the Bureau a communication pertaining to a list of law enforcement officials and agencies whose cooperation might be helpful. One of the two following procedures should be used:

- a. (1) On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each Department, the list described above. Indicate by an asterisk any change which was not previously called to the Bureau's attention.
  - (a) Chiefs of police.
  - (b) Sheriffs
  - (c) State police or highway patrol commanders and ranking officers in command of districts
  - (d) U. S. Marshals and deputies
  - (e) Ranking Federal law enforcement officers
  - (f) Wardens of penal institutions
  - (g) District attorneys or county prosecutors
  - (h) Railway police (if desirable)
  - (i) Officers receiving law enforcement bulletins
  - (j) Any other officials who receive identification orders
- (2) Changes in the list are to be reported in duplicate to the Bureau as they occur.



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## I. VISITS TO FIELD OFFICES

1. Non-Bureau governmental officials
  - a. Do not discuss Bureau policies, plans, or relationships. Courteously advise the visitor that inquiries concerning such matters are to be made at the Bureau at Washington.
  - b. Advise the Bureau of the visit, identity of the visitor, purpose, matters discussed, courtesies extended, and observations of interest to the Bureau.
2. Departmental officials
  - a. Be courteous.
  - b. Do not offer office space, clerical and stenographic assistance, or chauffeuring in Bureau automobiles.
  - c. Do not furnish information unless prior notification has been received that the official would contact the field office for information. If no notification received, before furnishing information clearance must be obtained from the Bureau.
  - d. Advise the Bureau in case of doubt.

## J. MISCELLANEOUS

1. [Firearms, defensive tactics,]and disarming demonstrations  
Are to be confined to law enforcement groups.
2. Credentials  
Are to be exhibited to all persons interviewed in such manner that the person to whom shown has an opportunity to observe and understand the connection of the Agent with the FBI.
3. Law enforcement officials
  - a. Contact with
    - (1) Contact must be maintained with law enforcement officials for the purpose of securing information of violations of Federal laws within the jurisdiction of the Bureau.
    - (2) Agents are to call on police executives when in their cities unless such visits would be so frequent as to be embarrassing.
    - (3) Local law enforcement agencies should be advised by letter of the disposition of prosecutive action taken in Federal court in cases

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

referred to Bureau by local law enforcement agencies or where Bureau fugitives are taken into custody by local law enforcement officers. They should also be advised of violations of local laws coming to the attention of the FBI.

## b. Visits to Washington

When the field requests special courtesies be afforded certain individuals, including law enforcement officers, coming to Washington, D. C., the communication so advising the Bureau shall contain biographical data and a brief summary of information in the field office files concerning the visitor.

When law enforcement executives are contemplating a visit to the Bureau at Washington, D. C., ask them to call at the office of the [Assistant Director of External Affairs Division, Room 5634,] Justice Building.

## c. Letters of commendation, congratulations, appreciation, and condolence

When letters of commendation, congratulations, appreciation, or condolence from the Director are recommended by the field, such recommendations should be submitted promptly. They should include the specific facts on which the recommendation is based, full identifying data and address of the citizen, and the result of a search of the field office indices concerning the citizen. [Form FD-468 may be used.] In connection with the election of officers of police associations at conventions covering more than one field division territory, the field division in whose territory the convention was physically held is responsible for submitting any recommendations for letters of congratulations. The office submitting such request should summarize briefly the relations with these officers, incorporating any derogatory data which might preclude such letters. Inasmuch as the recommending office is not likely to possess all data, pertinent other field divisions should submit a brief, supplemental summary concerning officers recommended for letters who reside in their territory.

## 4. Inquiries concerning status of Bureau cases

When a state official has expressed interest in the prosecutive status of a Bureau case, for a legitimate reason, such as deferment of state prosecution pending the outcome of the Federal case, insure that such official is kept appropriately advised, including the final outcome of the matter.

## 5. U. S. Cabinet officers, Senators, and Congressmen

If an SAC receives an inquiry from a Cabinet officer or U. S. Senator or Congressman concerning an official matter, it should be brought to the Bureau's attention immediately.

## K. SOURCES OF INFORMATION

## Definition

An individual, organization, or concern willingly furnishing information to employees frequently enough to justify making a record where the source need not be protected. If occasionally the source must be protected, this may be done. If sources must be constantly concealed, they become informants or confidential sources and must be handled as such.

## 1. Index

Index card (3 by 5 inches) must be made up to contain:

- a. Names
- b. Addresses
- c. Organization or concern
- d. Type of information furnished
- e. Date of development

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:
- a. Federal judges
  - b. U. S. Attorneys
  - c. Only outstanding state judges
  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
 

<ol style="list-style-type: none"> <li>(1) Mayors</li> <li>(2) Chiefs of police</li> <li>(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services</li> <li>(4) Managers or owners of leading and most important radio stations</li> <li>(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions</li> <li>(6) Executive secretary or director of chambers of commerce</li> <li>(7) Heads of Federal intelligence agencies</li> <li>(8) Outstanding leaders of Government and business</li> <li>(9) Heads of larger universities</li> <li>(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi</li> </ol>	<ol style="list-style-type: none"> <li>(11) Top representatives of airlines</li> <li>(12) Managers of leading airports</li> <li>(13) Top representatives of railroads</li> <li>(14) Managers of leading railroad stations</li> <li>(15) Top representatives of telephone companies</li> <li>(16) Top representatives of Western Union</li> <li>(17) Managers of the most outstanding and important hotels</li> <li>(18) Heads of better business bureaus</li> <li>(19) Heads of leading banks</li> <li>(20) Influential minority leaders</li> </ol>
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14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

## [[M.] NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers including minority-oriented newspapers, must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[N. BUREAU-WIDE INFORMATION PROGRAM REGARDING MATTERS OF NATIONAL INTEREST  
This program is coordinated by the External Affairs Division and is devoted primarily to supplying SACs facts regarding current happenings, including both administrative and investigative developments, that are topics of nationwide press coverage and public interest.

All such communications to SACs bear the caption "BUREAU-WIDE INFORMATION PROGRAM" and are in the form of either teletypes or airtels, dependent upon the exigencies of the situation.

The purpose of this program is to assure that each SAC possesses the key facts concerning important happenings anywhere within the FBI that command widespread public interest. Information furnished to SACs under this program should prove helpful to them, as well as to other FBI personnel, in answering questions, correcting misunderstandings, and dispelling false rumors that may exist either within or without the ranks of the FBI. In some instances, however, the information may be of such a nature that it cannot be disclosed in whole or in part to outsiders. In fact, occasionally it is necessary to restrict discussion and disclosure of the information even within FBIHQ and field offices. Guidelines furnished on each communication should be strictly followed.

FBIHQ and field office personnel should promptly bring to the attention of the External Affairs Division all current items and developments that they feel merit consideration for inclusion under this program.]

MANUAL OF RULES AND REGULATIONS  
MAY 28, 1974  
REVISION 264

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

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Part I

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Clarence M. Kelley

Director

Enclosures (31)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Under no circumstances should any employee ask or suggest that a newsman withhold information from the public without the concurrence of the substantive investigative division and the External Affairs Division.

5. Fugitive Publicity

News releases and other public disclosures designed to solicit public cooperation in the apprehension of FBI fugitives may contain more facts about the fugitive's criminal background than are permissible in news releases and announcements regarding arrests.

In publicity regarding FBI fugitives, extreme care should be taken to avoid statements that brand a fugitive as guilty of a crime for which he has not been convicted. Arrest numbers or other data that identify a photograph as having been made in connection with a past arrest or imprisonment should not appear in photographs of fugitives that are furnished to news media.

Field offices should coordinate all fugitive publicity with the Special Investigative Division and the External Affairs Division; and they should not hesitate to consult the External Affairs Division regarding questions or problems that arise in any area of news media relations.

6. Liaison With News Media

SACs who consider it necessary or advisable to do so may use one or more experienced Special Agents to assist in facilitating prompt and effective liaison with the news media. Such Agents will not be spokesmen for their field offices. They may furnish information to news media in the SAC's name after it has been approved by the SAC. They also may assist in preparing news releases, as well as responses to news media inquiries. These Agents should devote no more time to such news media liaison duties than is absolutely necessary.

It is the intent of these guidelines to facilitate a more open stance and, thereby, a mutually beneficial relationship between FBI and news media representatives. SACs, as well as other employees acting for them in news media relations, should be as responsive as practical and possible to inquiries and requests made by newsmen. The term "No comment" should be avoided except when its use is absolutely necessary. If an SAC does not know the answer to a newsman's question, he should have no hesitancy in stating, "I don't know," and/or, depending upon the nature of the inquiry, telling the newsman that he will contact him (the newsman) as soon as he has information that can be furnished to him.

SACs should avail themselves of every opportunity to meet and become well acquainted with leading citizens throughout their field divisions, including representatives of all important news media. They should seek to cultivate a personal, as well as an official, relationship with these individuals to the fullest extent that the demands of other duties make possible.]

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## B. FBI LAW ENFORCEMENT BULLETIN

This publication is issued the first of each month by the Bureau for the benefit of law enforcement agencies.

## 1. Contents

- a. Foreword by the Director
- b. [Fugitive notices and interesting or unusual fingerprint patterns
- c. Articles and features designed to inform law enforcement officers of new, but proven, programs and techniques to enhance their professional capabilities
- d. Items alerting law enforcement officers to dangerous weapons or techniques utilized by the criminal element ]

## 2. Distribution

Limited to law enforcement officers and others engaged in or having a legitimate interest in law enforcement work

## 3. Filing and indexing

- a. In a 66 classification file, bound on the side, and fully indexed. Informative matter to be indexed under subject matter. For uniformity, the Bureau is to forward by routing slip to all divisions each month an indexing list of the basic and pertinent items to be indexed. Index cards are to be prepared by each office. Any additional items not listed but considered to be worthy of indexing by a particular office should also be indexed. The indexing lists are to be destroyed after the field office inspection by FBIHQ.
- b. This file may be destroyed when it is over five years old. Retain index cards.
- c. Current copy should be placed in bookcase, available to all Agents.
- d. Deleted

## 4. [Suggestions and submissions

- a. Each field office is required to submit three suggestions for byline articles from each state within its territory. Prior to submitting suggestions, proposed authors may be approached to determine their willingness to prepare an article and to identify the scope of their topic. However, proposed authors should not be asked to prepare a manuscript until the Bureau notifies the field office that the suggestion has been accepted and the article is requested. In contacts with any proposed or potential authors, absolutely no representations should be made which would obligate the FBI to any publishing commitments since many factors determine which articles received are ultimately published.
- b. In suggesting featured articles, consideration should mainly be given to manuscripts concerning proven programs and techniques of law enforcement which may be of significant value to other agencies. Suggestions should be concerned with training, research, or operational matters. Avoid items of a "newsletter" nature and matters which have a limited scope of interest in the profession.
- c. Each field office should be alert to exceptional photographs which could be recommended for use as a cover for the magazine. The Bureau wishes to project on the Bulletin's cover the best image of law enforcement. Attention-getting photographs showing officers giving aid to helpless citizens, protecting the weak, comforting the injured, or apprehending the guilty are examples of those that should be recommended when they come to the attention of field offices.
- d. Transmit all material for the magazine to the Bureau under the caption:

FBI Law Enforcement Bulletin  
Research Section (External Affairs Division)]

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## C. SPEECHES

1. The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.
2. It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th, each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups.
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.

## D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
  - a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
  - a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
  - a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence
  - h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
  - i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.



## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

4. Do not:
  - a. Identify law enforcement officers by name but by title and NA affiliation
  - b. Show aliases of subjects of Dependents Assistance Act of 1950
  - c. Show aliases of victims of WSTA cases
  - d. Use complicated sentence structure
  - e. Use technical references to statutes
  - f. Express personal opinions
  - g. Reveal identity of confidential informants
  - h. Use Bureau expressions like "the subject" and "the Bureau"
  - i. Prepare interesting case write-ups on juveniles, sex offenders, and parole violators but submit these by letter
  - j. Use adjectives excessively
5. Transmittal  
Set forth all data necessary for Bureau's consideration at the beginning of write-up and then follow with interesting case data. Transmit by routing slip, Attention: External Affairs Division.
6. Dissemination  
[Field Offices will be advised by routing slip when new write-ups are prepared. If copies are desired, an appropriate letter should be submitted to the Bureau, Attention: External Affairs Division, setting forth the specific use for which the write-up is intended. In instances where write-ups, either those previously prepared or those to be published in the future, may be released outside the Bureau, it will be necessary to first obtain Bureau approval.]
7. Interesting case control file  
A copy of all communications concerning the dissemination of write-ups outside the Bureau is to be placed in the Interesting Case Control file. These communications should contain the identity of the person to whom the write-up is being made available, as well as the purpose for which it is to be used.]

## E. CIRCULAR LETTERS, TRADE AND BUSINESS PUBLICATIONS

1. Circular letters must be approved in advance by the Bureau and sent in by the office initiating the request.
2. SACs may approve the use of a circular letter directed to banking-type institutions within their own divisions to expedite circularization of known serial numbers of money included in the loot taken in a bank robbery, bank burglary, or bank larceny. On a highly selective basis, on approval of the SAC, leads may be set out to contiguous offices to circularize banking-type institutions in those divisions, and the Bureau should be notified that this action is being taken unless advised to the contrary. Communications setting out such leads must include sufficient facts to enable the Bureau to properly evaluate and justify the additional circularization. In all other cases prior Bureau approval must be obtained in accordance with existing rules governing circular letters. In all instances the circular letter must include the following:
  - a. A brief concise statement concerning the bank robbery, bank burglary, or bank larceny and the fact that included in the loot or money taken was money, the serial numbers of which are known
  - b. List of known serial numbers according to denomination, series year if known, alphabetical order, and numerical sequence
  - c. A statement that the matter is to be treated confidentially
  - d. A cautionary statement that no bank employee should take any action which would tend to jeopardize his or her life or safety
  - e. The address and the telephone number of the field office with a statement that any person should contact the field office by calling collect

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

3. Auxiliary offices are to advise the office of origin by letter of the results obtained through a circular letter. Office of origin should summarize the results in its next report.
4. One copy of the circular letter is to be filed. A list of addressees is to be attached. Upon the receipt of a reply, the addressee's name is to be checked to indicate this fact. Replies which are entirely negative should not be filed unless there is reason for doing so. Only negative replies are to be destroyed after handling in accordance with item 3 above. Sub-A files may be used when the number of replies to be filed is large.
5. A 66 file may be opened to retain copies of circular letters distributed in order to facilitate the handling of incoming inquiries and replies. Only one copy of each circular letter is to be filed therein. If the 66 file is maintained, the material therein is to be destroyed after it is a year old if it is no longer needed.
6. Circular letters and other information to be distributed or released to the public must be so worded as to be unobjectionable to any race, creed, or religion.
7. Trade publications may, with advance Bureau approval, be used to publicize information concerning fugitives known to be active in particular trades, businesses, or professions. The field office where the publication is located should check its indices concerning the publication, as well as the person or persons who will have to be contacted, before seeking Bureau approval, and sufficient identifying data should be furnished so that an appropriate Bureau indices check may be made.

## F. RADIO BROADCASTS

Radio broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

## G. FIELD OFFICE LISTS

## 1. Law enforcement officials

On March 1 of each year all field offices shall forward to the Bureau a communication pertaining to a list of law enforcement officials and agencies whose cooperation might be helpful. One of the two following procedures should be used:

- a. (1) On March 1 of each year all field offices shall forward to the Bureau in duplicate, and with a space left between the officials of each Department, the list described above. Indicate by an asterisk any change which was not previously called to the Bureau's attention.
  - (a) Chiefs of police
  - (b) Sheriffs
  - (c) State police or highway patrol commanders and ranking officers in command of districts
  - (d) U. S. Marshals and deputies
  - (e) Ranking Federal law enforcement officers
  - (f) Wardens of penal institutions
  - (g) District attorneys or county prosecutors
  - (h) Railway police (if desirable)
  - (i) Officers receiving law enforcement bulletins
  - (j) Any other officials who receive identification orders
- (2) Changes in the list are to be reported in duplicate to the Bureau as they occur.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

13. Additional persons to be contacted shortly after the arrival of the SAC include:
- a. Federal judges
  - b. U. S. Attorneys
  - c. Only outstanding state judges
  - d. Governors
  - e. Leading state and county prosecutors
  - f. State attorneys general
  - g. Officers of the National Association of County and Prosecuting Attorneys
  - h. Executive secretary of state chamber of commerce
  - i. In the principal cities:
 

<ol style="list-style-type: none"> <li>(1) Mayors</li> <li>(2) Chiefs of police</li> <li>(3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services</li> <li>(4) Managers or owners of leading and most important radio[and television] stations</li> <li>(5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions</li> <li>(6) Executive secretary or director of chambers of commerce</li> <li>(7) Heads of Federal intelligence agencies</li> <li>(8) Outstanding leaders of Government and business</li> <li>(9) Heads of larger universities</li> <li>(10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi</li> </ol>	<ol style="list-style-type: none"> <li>(11) Top representatives of airlines</li> <li>(12) Managers of leading airports</li> <li>(13) Top representatives of railroads</li> <li>(14) Managers of leading railroad stations</li> <li>(15) Top representatives of telephone companies</li> <li>(16) Top representatives of Western Union</li> <li>(17) Managers of the most outstanding and important hotels</li> <li>(18) Heads of better business bureaus</li> <li>(19) Heads of leading banks</li> <li>(20) Influential minority leaders</li> </ol>
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14. Any derogatory information obtained after the Bureau has approved the SAC contact should be reported to the Bureau promptly.
15. Gifts to office contacts shall not be reclaimed as blue slip items.

## M. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 13i, (3), above, officials of leading newspapers including minority-oriented newspapers, must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

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FBIHQ and field office personnel should promptly bring to the attention of the External Affairs Division all current items and developments that they feel merit consideration for inclusion under this program.]

MANUAL OF RULES AND REGULATIONS  
DECEMBER 27, 1974  
REVISION 271

RE: REVISED PAGES

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Clarence M. Kelley

Director

Enclosures (23)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

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## [F. RADIO[AND TELEVISION]BROADCASTS

Radio[and television]broadcasts without advance Bureau approval may be made in hot-pursuit fugitive cases. Care must be exercised in broadcasting a license number believed used by fugitive as it may be disposed of to an innocent third person.

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  - (b) Sheriffs
  - (c) State police or highway patrol commanders and ranking officers in command of districts
  - (d) U. S. Marshals and deputies
  - (e) Ranking Federal law enforcement officers
  - (f) Wardens of penal institutions
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  - (i) Officers receiving law enforcement bulletins
  - (j) Any other officials who receive identification orders
- (2) Changes in the list are to be reported in duplicate to the Bureau as they occur.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- c. Purchase of individual publications at Bureau request  
When the Bureau requests a field office to purchase and forward one or more copies of publications of security interest, it is desired, unless otherwise specifically stated, that nonevidentiary copies be forwarded. With respect to these specific Bureau requests for the purchase of individual copies of publications, the requested nonevidentiary copies should be forwarded to the Bureau by routing slip via ordinary mail.
- d. Obtaining and retaining evidentiary copies of publications in the field  
When the submitting office determines, or is advised by the Bureau, that a certain issue of a publication (which has already been forwarded to the Bureau) is deemed to be of sufficient importance to warrant the obtaining of an evidentiary copy of that issue, a copy thereof should be obtained through live informants or by having an Agent purchase a copy at a public outlet for that publication, if confidentially feasible. The evidentiary copy, bearing complete identifying data, should be retained as evidence in the field office, and the Bureau should be so advised by letter, setting forth complete identifying data concerning the evidentiary copy, together with the caption and file number of the file in which the evidentiary copy is retained.
- e. Transmittal of evidentiary copies of publications to the Bureau  
Instances in which the field will transmit evidentiary copies of publications to the Bureau will be limited almost exclusively to the submission of copies of foreign language publications for translation of certain material for use as evidence. In these instances, it is required that:
- (1) Each copy submitted bear complete identifying data
  - (2) The material be forwarded in sealed envelope labeled "Evidence"
  - (3) The material be forwarded via registered mail
  - (4) The cover letter of transmittal be marked for the attention of the FBI Laboratory; state clearly that it is contemplated that the publications (and translations thereof) will be used as evidence; identify clearly the enclosed publications as to title, place of publication, and date of issue; show the method of transmittal of the evidence to the Bureau; and indicate the desired disposition of the evidence.
- f. Calling attention of Bureau to publications of security interest  
When a field office obtains an evidentiary copy of a publication which it desires to call to the Bureau's attention, a letter should be addressed to the Bureau to that end. Title, author, publisher, and the general nature should be very briefly set forth, together with the identifying data proper to the evidentiary copy. The letter should be informative, not requiring an answer. A nonevidentiary duplicate copy of that publication should be enclosed with the letter, if readily available. If a nonevidentiary copy is not readily available, that fact should be stated in the letter. If the Bureau desires to obtain a nonevidentiary duplicate copy of the publication for review, efforts will be made to obtain it through the appropriate field office. If not obtained, the office possessing the evidentiary copy will be requested to forward to the Bureau a Photostat thereof.



MANUAL OF RULES AND REGULATIONS  
JANUARY 27, 1975  
REVISION 272

RE: REVISED PAGES

There are enumerated below pages of the Manual of Rules and Regulations, enclosed herewith, which have been revised. Revisions appearing on these pages are identified by brackets. The date appearing at the bottom of the pages indicates the date of revision. The new pages should be inserted immediately in the appropriate section and the old corresponding pages should be removed and turned over to the Special Agent in Charge who has the responsibility for the appropriate destruction of these old pages.

This cover letter should be retained until the next consecutively numbered letter is received. This will enable the field office immediately to detect the failure to receive the latest manual revisions.

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Pages 5a and 6  
Page 11b  
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Page 13b  
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Pages 15 and 15a  
Pages 15b and 15c  
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Section 4 - Pages 1b and 2  
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Page 8a  
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Pages 65 and 66

Section 6 - Page 2a

Section 8 - Pages 1 and 1a  
Pages 19 and 20  
Pages 23 and 24-26  
(Delete pages 25 and 26)

Section 9 - Pages 7 and 8  
Pages 9 and 10  
Page 17  
Pages 19 and 20

Clarence M. Kelley

Director

Enclosures (27)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## C. SPEECHES

1. The speech program is the personal responsibility of the SAC, and the SAC or ASAC should handle principal commitments. If neither available, these can be handled by an experienced and well-informed Agent approved for the commitment by the SAC or ASAC. Good judgment should dictate when a manuscript should be submitted to FBIHQ for approval in advance of a speaking engagement, particularly in regard to radio and television appearances.
2. It is not necessary to advise FBIHQ of each speaking engagement. Each office will maintain for a minimum of one year and one regular office inspection a control file in connection with acceptances and declinations of speech invitations. Each year on January 10th and on July 10th, each office will submit to FBIHQ a statistical report of speaking commitments handled. This will be divided into engagements by the SAC, the ASAC, and other Agent Supervisors; and will be further subdivided into speeches as well as radio, television, and Career Day appearances by these three groups. [In addition, identify the 10 most important speeches given during the 6-month period covered by the report and indicate who gave them.]
3. Each office should maintain a speech material file for the use of speakers. This should include Law Enforcement Bulletin items, interesting case material, magazine articles, research literature, newspaper clippings pertaining to law enforcement matters of interest, and items of value in connection with public appearances of Bureau representatives. In addition to being maintained in current status, this speech material should be indexed as to subject matter in the office files.

## D. INTERESTING CASE WRITE-UPS

1. Write-ups of interesting cases may be:
  - a. Requested by the Bureau
  - b. Voluntarily submitted by the office of origin
  - c. Suggested by other offices
2. They are prepared concerning cases of:
  - a. Major importance
  - b. Public interest
  - c. Unusual and effective investigative techniques
  - d. Novel investigations of human interest
3. They are prepared:
  - a. Double spaced
  - b. Bureau file number to appear in upper left corner of first page
  - c. Title includes names and aliases of convicted subjects
  - d. Accurately
  - e. After a review of the entire file
  - f. In chronological or logical order, with all dates definite
  - g. Showing the actual time which is to be served under sentence
  - h. To include as many pertinent photographs as possible to make the write-up interesting. The photographs should not necessarily be of subjects alone but should be of paraphernalia used by the criminal, photographs of unusual loot obtained, scenes of various locales, etc. If photographs submitted do not belong to the FBI, it is necessary to inform the Bureau of their source and whether the owner of the photographs has any objection to their being reproduced in publications.
  - i. Each portion of the write-up should be documented as to the identity of the report or other communication from which facts were taken. The documentation should be set off by parentheses and follow immediately the portion of the write-up to which it pertains.

MANUAL OF RULES AND REGULATIONS  
FEBRUARY 27, 1975  
REVISION 273

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Clarence M. Kelley

Director

Enclosures (23)

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## H. INFORMATION TO BE FURNISHED TO THE BUREAU

## 1. Which does not have a nationwide circulation or interest

## a. Relating to law enforcement concerning

- (1) Scientific apparatus
- (2) Equipment
- (3) Personnel
- (4) Methods
- (5) Economics

## b. Newspaper clippings, other than items bearing the date line of a national wire service, should be submitted when they concern

- (1) The FBI, derogatory and complimentary. If possible, show author.
- (2) Outstanding abuses of parole and probation
- (3) Outstanding instances of juvenile crime
- (4) Bad local crime conditions
- (5) Scientific crime detection experts
- (6) Bureau police schools only when there is some unusual feature about the publicity. Examples: items setting forth comments made by police officers as to the value of police schools; comments on the caliber of schools in which FBI participates; incidents in which a police officer credits instruction he received in a police school as enabling him to capture a fugitive, solve a case, or otherwise perform his work more efficiently. (File in individual pertinent school files clippings relative to each police school in which field participates.)
- (7) Police training in colleges and universities
- (8) Aggravated sex offenders
- (9) Matters appearing in the press concerning the names of prominent persons who are mentioned in connection with Bureau cases. These matters also include wire service stories mentioning directly or indirectly persons of prominence in pending investigations being handled in your division. Forward such matters immediately and if there is any question as to what action should be taken ask for specific instructions.
- (10) Items of interest by nationally syndicated columnists need not be submitted if it is apparent that such items will come to the Bureau's attention through its review of Washington, D. C., newspapers. Columns of interest by writers syndicated regionally should, of course, be submitted.

## 2. Method of preparation for transmittal

- a. Mount the clipping on form FD-350 within the borders shown.
- b. Do not fold the clipping except in the case of a very large picture or in the case of a single word in a headline too long to fit in the allotted space. Make certain the clipping is placed evenly on the paper and does not hang over its edges. If necessary, a second page may be used and the only requirement is that a margin at least 1 1/2 inches deep should be left at the top of the page.
- c. The large block on the right side of FD-350 has space for the insertion of the names of more than one newspaper. The names of newspapers clipped may be overprinted in this space. Placing the page number on the line in front of the name of the newspaper will serve to designate which paper the clipping is from. The page number may be written in longhand. Only the page number on which the article begins should be shown. If overprinting is not used, required information other than page number should be typed.
- d. Show whether the matter mentioned is being investigated.
- e. Insert staples horizontally at the top and bottom and vertically at the sides of all clippings. Use only a sufficient number of staples to hold the clipping securely to the paper.
- f. Do not mutilate or mark clipping in any manner by underlining or circling words or by drawing arrows to direct attention.
- g. No cover letter needed when submitting clippings unless clarification is required for a particular clipping. This may be handled by routing slip, letter, or airtel accompanying clipping in question.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

- h. If an item to be submitted appears on more than one page of the newspaper, the words "Continued on page..." the subheadline on the continued page, and the words "Continued from page..." should not be mounted.
- i. Mounted clippings should read from top to bottom, column by column, from left to right.
- j. All clippings must be complete.
- k. Only one copy of a clipping need be submitted except that two copies of all items pertaining to actual or possible civil rights violations should be forwarded.
- l. Include clippings with other mail being sent to Bureau on the day that the clippings appear in the local paper. Forward clippings from resident agencies the day they arrive at headquarters city.
- 3. Resident Agents must be alert for material appearing in the local press.
- 4. Submission of publications of security interest to the Bureau
  - a. General principle governing submissions
 

The Bureau desires to receive publications of security interest at [FBIHQ] for purposes of information, research, and intelligence. Consequently, it is requested that evidentiary copies of publications be retained in the field and only nonevidentiary copies be forwarded to the Bureau by routing slip.
  - b. Manner of handling and forwarding nonevidentiary copies of publications
    - (1) Nonevidentiary copies of newspapers, magazines, journals, periodicals, news bulletins, and books, obtained regularly (by subscription or repeated purchase) and forwarded to the Bureau, need not be identified as to source. They should be submitted via ordinary mail by routing slip (marked for the attention of [Section IS-3, Intelligence Division]) unless transmittal by cover letter has been specifically requested. Routing slips may be used to notify the Bureau of routine administrative matters, such as temporary suspension of a publication (e.g., during summer months, lack of funds), temporary delay in obtaining or receiving particular issues of a publication, or other information which will keep the Bureau informed relative to the status of these publications. To avoid confusion, nonevidentiary copies which have been marked for identification (source, Agent, date, and place of acquisition) should be further annotated: "Not Evidence."

Letters should be used in connection with initiating action or ceasing action to obtain publications desired by the Bureau; to call to the attention of the Bureau specific items of information connected with these publications; and in those instances in which good judgment dictates that certain circumstances or information should be recorded in letter form.
  - (2) Each SAC and each legal attache must keep the Bureau, attention [Section IS-3, Intelligence Division,] informed on a current basis regarding publications (including books) of potential interest that are not included in the current list of publications which is supplied periodically to the field and to the legal attaches. These publications would include those published by subjects of security or counterintelligence investigations and publications which may otherwise have a security or counterintelligence significance.
  - (3) Each SAC and each legal attache should insure that the handling of publications for which his office is responsible is being given adequate supervision at all times. Subscriptions to these publications should be followed closely to insure that the publications are received at the Bureau on a current basis. The Bureau should be advised of the expiration date of the subscription to each publication in sufficient time to enable the Bureau to determine the necessity for renewal.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

Included in the index may be individuals in Government, business, or industry. Do not include law enforcement officers unless they are unusually cooperative or furnish special types of information. Set up the index alphabetically, geographically by states and towns; alphabetically in the subdivisions; and alphabetically by AEA facility, or by type of information.

Maintain the index where it is available to all Agents. An index may be maintained in resident agencies having approved office space which can be securely locked and having locked cabinets in which records can be kept. Source of information cards may be kept by resident Agents not having approved office space but working out of their homes whenever the SAC feels it is practicable to do so and the cards will be securely retained in a locked, steel file cabinet. Cards shall be kept as in the field office. The cards shall pertain only to the territory covered; under such circumstances there shall be no duplicate cards in the field office. Cards are to be deleted when obsolete or when it is determined a source is deceased.

Index sources of information in the general office index; do not remove such index cards at the time obsolete cards are deleted from the special source of information index except when it has been determined that source is deceased, at which time general index card can be destroyed immediately. Under all other conditions the general index cards shall be retained for 20 years subsequent to the removal of cards from the special source of information index.

2. Files  
Do not make up files or write memoranda for the preparation of sources of information.
3. Security and extremist sources of information  
Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments to security and extremist sources of information. Follow instructions set out in section [130I], item 2b, volume IV, of the Manual of Instructions. If the security or extremist source of information is not being paid on Bureau authorization and is being used regularly, the Agent handling the source of information must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
4. Gifts should not be given to sources since such actions might be misconstrued.

[L. [PUBLIC CONTACTS

1. Public contacts are defined as persons who, because of their positions, can and do render extraordinary service or provide unusual and highly valuable assistance to the FBI.
2. Immediately upon assuming the duties of SAC, such SAC should visit leading officials located in the field division.]

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

## 3. Persons to be contacted shortly after the arrival of the SAC include:

- a. Federal judges
- b. U. S. Attorneys
- c. Only outstanding state judges
- d. Governors
- e. Leading state and county prosecutors
- f. State attorneys general
- g. Officers of the National Association of County and Prosecuting Attorneys
- h. Executive secretary of state chamber of commerce
- i. In the principal cities:
  - (1) Mayors
  - (2) Chiefs of police
  - (3) Officials of newspapers, including publishers, managing editors, city editors of leading newspapers, heads of newspaper wire services
  - (4) Managers or owners of leading and most important radio and television stations
  - (5) Heads of outstanding or more important civic clubs, such as Kiwanis, Rotary, Lions
  - (6) Executive secretary or director of chambers of commerce
  - (7) Heads of Federal intelligence agencies
  - (8) Outstanding leaders of Government and business
  - (9) Heads of larger universities
  - (10) Outstanding religious leaders of any faith, such as the Bishop of a diocese of any faith or the leading Rabbi
  - (11) Top representatives of airlines
  - (12) Managers of leading airports
  - (13) Top representatives of railroads
  - (14) Managers of leading railroad stations
  - (15) Top representatives of telephone companies
  - (16) Top representatives of Western Union
  - (17) Managers of the most outstanding and important hotels
  - (18) Heads of better business bureaus
  - (19) Heads of leading banks
  - (20) Influential minority leaders

## M. NEWS MEDIA CONTACTS

As indicated in subsection L, paragraph 3i, (3), above, officials of leading newspapers including minority-oriented newspapers, must be contacted by SACs. Smaller newspapers and other news media are not to be neglected, however, and, throughout his tenure in a field office, the SAC must insure that his press contacts are continuously effective. The number of contacts made by him and representatives of his office and the material furnished news media will be considered in appraising the maximum effectiveness of this program.

## SECTION 6. PUBLICATIONS, PRESS, AND PUBLIC CONTACTS

[N. BUREAU-WIDE INFORMATION PROGRAM REGARDING MATTERS OF NATIONAL INTEREST  
This program is coordinated by the External Affairs Division and is devoted primarily to supplying SACs facts regarding current happenings, including both administrative and investigative developments, that are topics of nationwide press coverage and public interest.

[All such communications to SACs bear the caption "BUREAU-WIDE INFORMATION PROGRAM" and are in the form of either teletypes or airtels, dependent upon the exigencies of the situation.

[The purpose of this program is to assure that each SAC possesses the key facts concerning important happenings anywhere within the FBI that command widespread public interest. Information furnished to SACs under this program should prove helpful to them, as well as to other FBI personnel, in answering questions, correcting misunderstandings, and dispelling false rumors that may exist either within or without the ranks of the FBI. In some instances, however, the information may be of such a nature that it cannot be disclosed in whole or in part to outsiders. In fact, occasionally it is necessary to restrict discussion and disclosure of the information even within FBIHQ and field offices. Guidelines furnished on each communication should be strictly followed.

[FBIHQ and field office personnel should promptly bring to the attention of the External Affairs Division all current items and developments that they feel merit consideration for inclusion under this program.]



62-116395-583.

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Encl.

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EWL:mjg 8/1/75

THE AG

U. S. SENATE SELECT COMMITTEE ON  
INTELLIGENCE ACTIVITIES (SSC)

Ref made to 7/28/75, superseding reqst for FBI  
matrix recvd on that date frm SSC. Enclsd is memo  
for forwarding to Committee which respsnds to reqsts  
in Categories I thru IV on which a deadline for comp-  
liance was set for 8/1/75. Also enclosed for ur  
recrds is copy of memo prepared for Committee.

213

S.F. Phillips

SECTION 107

NATIONAL SECURITY INFORMATION  
Unauthorized Disclosure  
Subject to Criminal Sanctions

SER. 583

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"SECRET - NO FOREIGN DISSEMINATION"

## A. DEFINITIONS

1. Security informant  
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant  
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent  
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance.
4. Confidential source  
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source  
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness.

## B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
  - a. Complainants or other persons interviewed in security matters
  - b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - c. Personal friends and contacts of Bureau employees
  - d. Sources of information, confidential sources, and contacts
2. Review of closed security files and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

## C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

PART I

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5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants



3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check of local credit and arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

#### D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Do not submit on UACB basis. Include physical description.
  - [ a. If the individual is a student, include separate paragraph clearly setting forth the number of racial and/or security informants, the number of potential racial and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.]
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
  - a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
  - b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
  - c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
  - d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.
  - e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.
3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to Bureau.

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
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#### D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. [Submit by secure teletype (usually Nitel). Be brief and concise.] Do not submit on UACB basis. Include physical description.
  - a. If the individual is a student, include separate paragraph clearly setting forth the number of [extremist] and/or security informants, the number of potential [extremist] and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
  - a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
  - b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
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4. Check of local credit and arrest records. [Limit credit check of individual to identifying information only (name, address, former address, employment, former employment.)] Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
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  - d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.

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4. Check local arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
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5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
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5. Review armed services record if applicable. [FD-356 must be used in any routine check pertaining to informants making sure all references, such as symbol number, which would tend to identify individual as an informant are deleted.]
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

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5. Review armed services record if applicable. FD-356 must be used in any routine check pertaining to informants making sure all references, such as symbol number, which would tend to identify individual as an informant are deleted.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. [Deleted]

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  - c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
  - d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.

- e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.
3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups and there will be no embarrassment to Bureau.



[ SECTION 107. [INT[IAL]SECURITY INFORMANTS AND CONFIDENTIAL SOURCES; 107D  
[AND FOREIGN COUNTERINTELLIGENCE ASSETS]

- e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.
- 3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups and there will be no embarrassment to Bureau.

4. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

#### E. BUREAU POLICY

1. Development of military personnel  
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by Bureau.
2. Contacts by designated Agents  
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant  
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity  
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.

#### F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship  
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background  
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability  
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

4. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

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No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
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Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant  
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity  
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.
- [ 5. All informants and sources are to be debriefed on at least a monthly basis regarding their knowledge of narcotics activities.]

#### F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship  
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#### E. BUREAU POLICY

1. Development of military personnel  
Do not develop informants among [active duty] military personnel.
2. Contacts by designated Agents  
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant  
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity  
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.
5. All informants and sources are to be debriefed on at least a monthly basis regarding their knowledge of narcotics activities.

#### F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship  
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background  
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability  
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

4. Contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

E. BUREAU POLICY

1. Development of military personnel  
Do not develop informants among active duty military personnel.
2. Contacts by designated Agents  
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant  
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
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SECTION 107. INTERNAL SECURITY INFORMANTS AND CONFIDENTIAL SOURCES; 107D-F  
AND FOREIGN COUNTERINTELLIGENCE ASSETS

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B. BUREAU POLICY

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2. Contacts by designated Agents  
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant  
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity  
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.
5. All informants and sources are to be debriefed on at least a monthly basis regarding their knowledge of narcotics activities.
- [ 6. All pending informant files are to be reviewed personally by appropriate supervisory personnel on a regular periodic basis not to exceed 60 days. This review must include the informant's file and its subfiles. ]

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During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
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3. Indications of instability  
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

## [ 4. Contacts by Agents

- a. Informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
- b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
- c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
- d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
- e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication.
- f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
- g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
- h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
- i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
- j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.

## 5. Checking reliability

- a. Reliability of all active informants must be constantly checked.
- b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

## 6. Fingerprints

- a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
- b. If informant refuses, do not force issue.
- c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.



[ SECTION 107. [INTERNAL] SECURITY INFORMANTS AND CONFIDENTIAL SOURCES; 107F  
[AND FOREIGN COUNTERINTELLIGENCE ASSETS]

- d. Flash notice is to be placed by field with Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.
  - e. When informant is discontinued, retain flash notice for one year. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.
7. Control - statement of cooperation
- a. Close control must be exercised over activities of informants to obtain maximum results and prevent any possible embarrassment to Bureau.
  - b. Obtain signed statement set out below when feasible and practical. Where it is not practical to secure such signed statement from an informant, advise Bureau of complete details. SAC and Agent handling informant should determine appropriate time in informant's operation when statement should be completed.

I, \_\_\_\_\_, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) \_\_\_\_\_

Witnessed: \_\_\_\_\_

8. Execution of party questionnaires
- Informants, particularly in Communist Party, often must execute party questionnaires and in doing so should be instructed to be extremely careful not to jeopardize their position as informants. If necessary, each item in questionnaire should be discussed with informant.
9. Informant's activity in organizations
- a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.
  - b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.
  - c. Changes in organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of motivation behind such changes, but be certain opinions are labeled as such.
  - d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but in such manner as to avoid suspicion.

10. Transfer of informants to other areas
  - a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
  - b. Keep in mind overall coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, encourage him to do so in order to provide wider coverage for Bureau's work.
11. Action by informant when uncovered
  - a. If informant is uncovered by subversive elements, instruct him to defend himself vigorously and demand proof of his informant activity.
  - b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse issue to point where his services may not be lost.
  - c. In some cases it may be necessary for informant to acquiesce to charges of deviation from strict discipline of organization involved, and thus cast off suspicion.
12. Requests of informant to help defend others
  - a. If requested by Communist Party, or other interested parties to assist in preparation of defense in subversive-type cases or handle assignment where such information is readily available, informant should tactfully decline.
  - b. Such requests should be reported immediately to contacting Agent and made matter of record.
  - c. If informant cannot avoid becoming involved, instruct him not to report any information pertaining to defense plans or strategy.
  - d. Promptly report any such incident to Bureau.
  - e. [If an informant is present in conversation between an attorney and individual under criminal indictment, he should immediately leave. If he is unable to do so and inadvertently learns of defense plans or strategy, he is not to report the substance of any such conversation to the FBI. Additionally, the informant is not to engage in or report the substance of a conversation with a criminal defendant dealing with the offense for which the defendant is under indictment.]
13. Preparation for testifying
 

Contacting Agent must condition informant to fact that someday knowledge he possesses may be needed as evidence in court. Psychologically prepare informant for fact that he may at future date be called upon to testify to information he has furnished on security matters. Proper indoctrination of informant is essential as Bureau must provide witnesses whenever Department initiates prosecutions in security cases.

#### G. INFORMANTS' INFORMATION

1. General instructions re oral and written information
  - a. These instructions apply to security informants, potential security informants, panel sources, security confidential sources, and security sources of information.
  - b. Specific instructions must be given to informants concerning preparation of statements containing their information.
  - c. They should be submitted as quickly as possible after meeting or activity.
  - d. Written statements should be submitted when possible. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
  - e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
  - f. All information furnished by informants must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelizing and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies. When informant's statement contains references to large number of individuals and/or organizations, and exceeds two pages, consider channelizing to substantive case file only those por-

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tions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's sub-file. This procedure should be employed unless logical reason dictates otherwise.

- g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

2. Recording written and oral information

a. Written by informant

- (1) May be in handwriting or hand printing of informant or typed.
- (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
- (3) Prepare on paper devoid of any Bureau markings or identification.
- (4) Date when informant prepares statement should be placed at top of statement.
- (5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.
- (6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.
- (7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.
- (8) Agents' names should never appear on any page.
- (9) Informant should refer to himself in body of statement by his true name and use third person.
- (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.
- (11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.
- (12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:
  - (a) Any reference concerning Director and Bureau
  - (b) References to other documents and statements submitted by informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be furnished orally by informant and recorded in memorandum form for informant file.

b. Furnished orally by informant

- (1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with making of oral statement by informant to Agent. Leave out following items:
  - (a) Any reference concerning Director and Bureau
  - (b) References to other documents and statements submitted by informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be recorded in memorandum for informant file.

- (2) Prepare on paper devoid of Bureau markings or identification.
- (3) Date at top with date informant furnished information. No other date is desired except date of meeting or activity described in body of statement.

tions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's sub-file. This procedure should be employed unless logical reason dictates otherwise. [When preparing lengthy channelizing memoranda reporting material of interest to other offices, limit the number of copies prepared for each other such office to two. Clearly indicate next to the name of the receiving office, the number of the page containing information pertinent to that office and note on cover page that distribution of material to the receiving field office files is left to discretion of the receiving office. If the channelizing memorandum includes names of individuals who merely attended a meeting or gathering and played no important role, the reporting office is to attach to the channelizing memorandum a one-page memorandum listing the names of all individuals who were merely in attendance and had no important function. The preparation and distribution of the additional copies of the one-page attachment are left to the discretion of the receiving office.]

- g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

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- (5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.
- (6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.
- (7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.
- (8) Agents' names should never appear on any page.
- (9) Informant should refer to himself in body of statement by his true name and use third person.
- (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.
- (11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.
- (12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:
  - (a) Any reference concerning Director and Bureau
  - (b) References to other documents and statements submitted by informant



- (c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be furnished orally by informant and recorded in memorandum form for informant file.

b. Furnished orally by informant

- (1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with making of oral statement by informant to Agent. Leave out following items:
  - (a) Any reference concerning Director and Bureau
  - (b) References to other documents and statements submitted by informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be recorded in memorandum for informant file.

- (2) Prepare on paper devoid of Bureau markings or identification.
- (3) Date at top with date informant furnished information. No other date is desired except date of meeting or activity described in body of statement.

SECTION 107. [INTERNAL] SECURITY INFORMANTS AND CONFIDENTIAL SOURCES; 107G  
[AND FOREIGN COUNTERINTELLIGENCE ASSETS]

- (c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be furnished orally by informant and recorded in memorandum form for informant file.

b. Furnished orally by informant

- (1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with making of oral statement by informant to Agent. Leave out following items:
  - (a) Any reference concerning Director and Bureau
  - (b) References to other documents and statements submitted by informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be recorded in memorandum for informant file.

- (2) Prepare on paper devoid of Bureau markings or identification.
- (3) Date at top with date informant furnished information. No other date is desired except date of meeting or activity described in body of statement.

- (4) Separate statements should be prepared for each meeting or separate activity in which informants engage and should be dictated by Agent as if informant were preparing them himself.
  - (5) Information, after being reduced to writing, should be read promptly by informant and acknowledged by affixing his code name on each page.
  - (6) After informant authenticates statement, contacting Agent should prepare cover sheet, form FD-306, which should be stapled to it. Thereafter statement should be handled as written one.
  - (7) Oral information furnished by informant purely of lead value should be included in office memorandum by Agent and should not be initialed by informant or exhibited to him or treated as evidence.
3. Transmission of information
    - a. Statements should be personally delivered to contacting Agent by informants when possible. Careful consideration should be given to full security of all such contacts. They should never be mailed to field office or resident agency. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
    - b. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory. More than one informant may send statements to a post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of postal employees.
    - c. Envelope enclosing statement should have return address of another confidential post office box obtained under fictitious name.
    - d. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for extended period of time.
    - e. When informant receives information of vital and immediate interest, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication.
  4. Handling of lead information
    - a. All lead information obtained from informant must be run out to logical conclusion.
    - b. If there is insufficient information to warrant opening case, tickler card should be prepared to follow informant and take other logical steps to obtain additional identifying data. Restrict tickler cards to information which would warrant investigation if identity established. If no identification is made after reasonable effort, prepare memorandum for informant's subfile.
  5. Handling documentary material furnished by informants
    - a. Pamphlets and similar documentary material furnished by informants should have placed thereon informant's code name.
    - b. Informant should affix date he received material. If informant cannot recall date of receipt, date he furnished material should be affixed.
    - c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material.
    - d. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items. See section 107K for filing instructions.

## H. SYMBOLS

## 1. Assigning numbers

- a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
- b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant use of such designations.
- c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
- d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
- e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters ["CS"] for confidential source.
- f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to racial, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY-000-S to NY-000-C or to NY-000-R).

## 2. Communications - use of symbols

- a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
- b. In all communications after initial letter, Bureau and field office file numbers for informant must be set forth.
- c. In communications between offices, follow same procedure.
- d. Informants and sources entering another division
  - (1) Active informants and sources entering another division on temporary basis should be referred to in initial letter to interested office by true name and symbol number if necessary for other division to know identity. Office receiving such letter should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
  - (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
  - (3) If informant is transferred to another office and remains active, his identity must still be protected.
- e. In communications concerning potential security informant when a symbol number is not assigned, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
- f. In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

## I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential Security Informant" shall not appear.

## J. INDICES

## 1. Alphabetical name index and symbol number index

Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice

## a. Alphabetical name index

In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.

## H. SYMBOLS

## 1. Assigning numbers

- a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
- b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant use of such designations.
- c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
- d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
- e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "CS" for confidential source.
- f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to racial, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY 000-R).

## 2. Communications - use of symbols

- a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
- b. In all communications after initial letter, Bureau and field office file numbers for informant must be set forth.
- c. In communications between offices, follow same procedure.
- d. Informants and sources entering another division
  - (1) Active informants and sources entering another division on temporary basis should be referred to in initial letter to interested office by true name and symbol number if necessary for other division to know identity. Office receiving such letter should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
  - (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
  - (3) If informant is transferred to another office and remains active, his identity must still be protected.
- e. In communications concerning potential security informant when a symbol number is not assigned, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
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## H. SYMBOLS

## 1. Assigning numbers

- a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
- b. [A symbol number designation should be afforded to all individuals from the time any step (generally the opening of an informant or source file) is taken to develop them as sources or informants.]
- c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
- d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
- e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "CS" for confidential source.
- f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to [extremist, etc.]), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY [000-E].)
- [g. [An asterisk should not be used to designate certain highly sensitive informants or investigative techniques. Do not include asterisk in reporting information from such sources.]

## 2. Communications - use of symbols

- a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
- b. In all communications after initial letter, Bureau and field office file numbers for informant must be set forth.
- c. In communications between offices, follow same procedure.
- d. Informants and sources entering another division
  - (1) Active informants and sources entering another division on temporary basis should be referred to in initial [secure teletype] to interested office by true name and symbol number if necessary for other division to know identity. [Such a teletype should not be routed to a Resident Agency.] Office receiving such [teletype] should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
  - (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
  - (3) If informant is transferred to another office and remains active, his identity must still be protected.
- e. In communications concerning potential security informant when a symbol number is not [used,] name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
- f. [Captions of communications concerning informants and sources should contain a precise character designation to identify the organization with which they are most closely associated or on which they are most capable of furnishing information (i.e., Security Matter - Students for a Democratic Society or SM - SDS, Security Matter - Young Socialist Alliance or SM - YSA, Security Matter - Communist or SM - C, etc.).] In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

## I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential

## H. SYMBOLS

## 1. Assigning numbers

- a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
- b. A symbol number designation should be afforded to all individuals from the time any step (generally the opening of an informant or source file) is taken to develop them as sources or informants. [Upon assigning a symbol number, Bureau should be immediately advised by secure teletype of the symbol number, informant's true name, available background information, and cover name, if assigned, for indexing purposes.]
- c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
- d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
- e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "CS" for confidential source.
- f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to extremist, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY 000-E).
- g. An asterisk should not be used to designate certain highly sensitive informants or investigative techniques. Do not include asterisk in reporting information from such sources.

## 2. Communications - use of symbols

- a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
- b. In all communications after initial [one,] Bureau and field office file numbers for informant must be set forth.
- c. In communications between offices, follow same procedure.
- d. Informants and sources entering another division
  - (1) Active informants and sources entering another division on temporary basis should be referred to in initial secure teletype to interested office by true name and symbol number if necessary for other division to know identity. Such a teletype should not be routed to a Resident Agency. Office receiving such teletype should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
  - (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
  - (3) If informant is transferred to another office and remains active, his identity must still be protected.
- e. In communications concerning potential security informant when a symbol number is not used, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
- f. Captions of communications concerning informants and sources should contain a precise character designation to identify the organization with which they are most closely associated or on which they are most capable of furnishing information (i.e., Security Matter - Students for a Democratic Society or SM - SDS, Security Matter - Young Socialist Alliance or SM - YSA, Security Matter - Communist or SM - C, etc.). In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

## I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential

H. SYMBOLS

1. Assigning numbers

- a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
- b. A symbol number designation should be afforded to all individuals from the time any step (generally the opening of an informant or source file) is taken to develop them as sources or informants. Upon assigning a symbol number, Bureau should be immediately advised by secure teletype of the symbol number, informant's true name, available background information, and cover name, if assigned, for indexing purposes.
- c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
- d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
- e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "CS" for confidential source.
- f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to extremist, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY 000-E).
- g. An asterisk should not be used to designate certain highly sensitive informants or investigative techniques. Do not include asterisk in reporting information from such sources.

2. Communications - use of symbols

- a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
- b. In all communications after initial one, Bureau and field office file numbers for informant must be set forth.
- c. In communications between offices, follow same procedure.
- d. Informants and sources entering another division
  - (1) Active informants and sources entering another division on temporary basis should be referred to in initial secure teletype to interested office by true name and symbol number if necessary for other division to know identity. Such a teletype should not be routed to a Resident Agency. Office receiving such teletype should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
  - (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be canceled, and their true name used in all administrative correspondence.
  - (3) If informant is transferred to another office and remains active, his identity must still be protected.
- e. In communications concerning potential security informant when a symbol number is not used, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
- f. Captions of communications concerning informants and sources should contain a precise character designation to identify the organization with which they are most closely associated or on which they are most capable of furnishing information (i.e., [Subversive]Matter - Students for a Democratic Society or SM - SDS, [Subversive]Matter - Young Socialist Alliance or SM - YSA, [Subversive]Matter - [Communist Party, USA] or SM - [CPUSA, etc.]). This facilitates routing at Bureau.

I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential Security Informant" shall not appear.



Security Informant" shall not appear.

## J. INDICES

### 1. Alphabetical name index and symbol number index

Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice

#### a. Alphabetical name index

In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.

#### b. Symbol number index

This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.

#### c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.

#### d. Index cards

Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

Symbol:  
(Informant, potential  
informant, or confidential  
source)

File No:

Name:

#### e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.

### 2. Index entitled "Informants and Sources in Other Divisions"

#### a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.

#### b. If such index maintained, separate index card is to be prepared on each informant and source included.

#### c. Cards should contain brief background data and identity of Bureau communication showing background data.

#### d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.

### 3. Agents' informative index

#### a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.

#### b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.

#### c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.

#### d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.

#### e. [Deleted.]

#### f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.

#### g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.

#### h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.

#### i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

J. INDICES

1. Alphabetical name index and symbol number index

Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice

a. Alphabetical name index

In all offices maintain card index showing true identities of all security informants, potential security informants, security confidential sources, [informative assets, and operational assets.] This is to be known as alphabetical name index. File cards in alphabetical order.

b. Symbol number index

This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.

c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.

d. Index cards

Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

Symbol:

(Informant, potential informant, confidential source, [informative asset, or operational asset])

File No:

Name:

e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.

2. Index entitled "Informants and Sources in Other Divisions"

a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.

b. If such index maintained, separate index card is to be prepared on each informant and source included.

c. Cards should contain brief background data and identity of Bureau communication showing background data.

d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.

3. Agents' informative index

a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.

b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.

c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.

d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.

e. Deleted.

f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.

g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.

h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.

i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

## K. INFORMANT FILES

## 1. Opening

- a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
- b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development. In espionage and foreign nationality matters, existing file may be used if this is practical.
- c. Maintain individual files on all active informants as pending active files.

## 2. Monthly administrative report

Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.

## 3. Assignment and tickler cards

Maintain assignment and tickler cards, but do not show true name of informant, [potential informant, panel source or confidential source] on such cards.

## 4. Subfiles

- a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where subfile is necessary only in those instances involving possible prosecution. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
- b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

## 5. Channelization

Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.

## 6. Channelizing memoranda - destruction of

See Manual of Rules and Regulations.

## 7. Correspondence

Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.

## 8. Maintenance of files

- a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
- b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
- c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
- d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.

[ SECTION 107. [INTERNAL] SECURITY INFORMANTS AND CONFIDENTIAL SOURCES; 107K  
[AND FOREIGN COUNTERINTELLIGENCE ASSETS]

) K. INFORMANT FILES

1. Opening
  - a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
  - b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development.
  - c. Maintain individual files on all active informants as pending active files.
2. Monthly administrative report  
Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.
3. Assignment and tickler cards  
Maintain assignment and tickler cards, but do not show true name of informant, potential informant, panel source or confidential source on such cards.
4. Subfiles
  - a. Subfile is required on each informant who submits statements, written or oral. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
  - b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
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6. Channelizing memoranda - destruction of  
See Manual of Rules and Regulations.
7. Correspondence  
Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.
8. Maintenance of files
  - a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
  - b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
  - c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
  - d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.

9. Use of informant by Department - filing correspondence re  
From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.
10. Form FD-238  
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.
11. Bulky material submitted by informant  
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

#### L. PAYMENTS TO INFORMANTS

1. No gifts to informants
  - a. Gifts should not be given to informants.
  - b. Relationship between Agents and informants shall be maintained on businesslike basis.
  - c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority
  - a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to \$400 and totaling not more than \$400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
  - b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
  - c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
  - d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling \$400. Once individual has been paid \$400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."
  - [ e. All newly developed security informants are to be paid under SAC authority for the first six months unless unusual circumstances exist. If additional funds under SAC authority are necessary during this period, submit request accompanied by detailed justification of past expenditures.]
3. Payments on a regular basis - Bureau authority
  - a. To pay anyone on a regular basis, obtain specific Bureau authorization.
  - b. In requesting this authorization, use form FD-401:
    - (1) Membership  
List current membership and position held in any subversive group.
    - (2) Amount paid for services and expenses  
List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
    - (3) Number of activities and persons on whom coverage is provided  
List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

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List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

- (4) Number of statements submitted  
Combine total number of oral and written statements submitted and show only total number.
  - (5) Stability and reliability  
Check positive box if informant is considered stable and reliable. If not or if there are any personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or any other similar problems presented by informant, check negative box and explain under "Miscellaneous."
  - (6) Indoctrination against disclosure  
If informant has been indoctrinated against disclosure, check positive box.
  - (7) Percentage of information verified  
Show percentage of information furnished by informant which has been verified through other sources.
  - (8) All necessary action taken on information furnished  
If all action has been taken, check positive box. If not, check negative box and explain under "Miscellaneous."
  - (9) Summary of information furnished  
This summary should be concise, highlighting more pertinent information furnished by informant. Do not attempt to summarize all information furnished by informant.
  - (10) Miscellaneous  
Furnish any change in informant's residence and employment [by secure teletype (nitel),] steps being taken to advance informant, and any other pertinent information which should be brought to Bureau's attention. Include statement that source has been advised that all payments of money made to him for services rendered must be declared as income on his tax return and has agreed to do so.
- c. When payment to informant has been authorized for definite period of time, advise Bureau at least two weeks in advance of expiration of period as to whether services of informant are to be continued.
  - d. Every six months submit FD-401 to Bureau requesting continuation of payments. Follow instructions set forth in item 3b, above.
  - e. Submit letters requesting authority to continue (increase, decrease) payments to an informant in duplicate except that copy should consist only of first page of letter. When payments are approved, single-page copy will be stamped "Approved" at Bureau and returned. If recommendation is not approved, field will be advised by separate communication.
  - f. When payments are authorized by Bureau, it is personal responsibility of each SAC definitely to assure that full value is being received.
  - g. Discontinuance of payments  
If at any time it appears information being produced by informant is not commensurate with payments made to him, immediately discontinue payments or adjust accordingly and promptly advise Bureau.
  - h. If any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.
4. Six-month evaluation of informants not paid on Bureau authority.  
If informant is not being paid on Bureau authorization, FD-401 must be transmitted to Bureau every six months after date of designation containing same information set out in item 3b, above, except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases, comment is necessary regarding only applicable items.
  5. Receipts  
When payments are made either on SAC authority or prior Bureau approval, obtain receipts in every instance in which it is possible to do so. If receipt cannot be obtained for particular payment, set forth complete circumstances on blue slip at time reimbursement is claimed.



- (4) Number of statements submitted  
Combine total number of oral and written statements submitted and show only total number.
  - (5) Stability and reliability  
Check positive box if informant is considered stable and reliable. If not or if there are any personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or any other similar problems presented by informant, check negative box and explain under "Miscellaneous."
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Furnish any change in informant's residence and employment by secure teletype (nitel), steps being taken to advance informant, and any other pertinent information which should be brought to Bureau's attention. Include statement that source has been advised that all payments of money made to him for services rendered must be declared as income on his tax return and has agreed to do so.
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  5. Receipts  
When payments are made either on SAC authority or prior Bureau approval, obtain receipts in every instance in which it is possible to do so. If receipt cannot be obtained for particular payment, set forth complete circumstances on blue slip at time reimbursement is claimed.

- a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on receipts, they must be initialed by informant and not by Agent.
  - e. When transmitting receipts and itemized statements of expenses to Bureau, staple them directly to blue slip, leaving margin of one to one and one-half inches at top to avoid contact with Acco fastener punch. Place staples so that date or other data appearing on receipt will not be mutilated and all information on receipt can be easily read without detaching it from blue slip.
6. Income tax returns
- a. [Advise informants who receive compensation for their services to the Bureau that such compensation must be reported as income when filing a Federal income tax form, and, where appropriate, state and local tax forms. Informants must be periodically advised of the above and complete details of any reported problem an informant has encountered with the taxing authorities are to be expeditiously furnished the Bureau.]
  - b. Bureau income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - c. If informant is self-employed and files schedule C as self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with Bureau.
  - d. If informant cannot report payments received from Bureau for services without jeopardizing his security as informant, such payments will be subject to 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.
  - e. When informant or former informant is initially considered as potential witness in Bureau case, determine whether he paid Federal and state taxes on income he received from Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling situation.
7. Stipulation re payments made to witnesses
- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, Bureau must furnish Department set of photostats of original receipts signed by prospective witnesses. Original receipts and set of photostats will be transmitted to field office in whose territory trial will take place. Office handling prosecution must determine from Government attorney which individuals are to be used as witnesses. Thereafter office should furnish and/or cause other appropriate offices to furnish to Bureau following information:

- a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
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    - (3) Total amount paid broken down into separate amounts for services or expenses where pertinent
    - (4) Name of Agent making payment
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  - b. Bureau income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - c. If informant is self-employed and files schedule C as self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with Bureau.
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7. Stipulation re payments made to witnesses
- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, Bureau must furnish Department set of [reproduced copies] of original receipts signed by prospective witnesses. Original receipts and set of [reproduced copies] will be transmitted to field office in whose territory trial will take place. Office handling prosecution must determine from Government attorney which individuals are to be used as witnesses. Thereafter office should furnish and/or cause other appropriate offices to furnish to Bureau following information:

- (1) Correct, full name
  - (2) All aliases, code names, and symbol numbers
  - (3) First date of contact by your office
  - (4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
  - (5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
  - (6) Listing of any advances, refunds, and outstanding balances of advances
  - (7) Date of last contact by your office
  - (8) Whether individual has been contacted by any other office
- b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.
  - c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.
  - d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.
8. Receipt of unemployment compensation
- a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.
  - b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

[M. MONTHLY AND QUARTERLY LETTERS

1. Submit monthly letter (FD-451, 451a) to Bureau by secure teletype system (NITEL). Field divisions east of the Mississippi must submit this information by the 3rd of each month; field divisions west of the Mississippi must submit this information by the 7th of each month. Monthly letter should include the following:
  - a. Number of security informants, potential security informants, confidential sources, and panel sources at the beginning and end of each month also showing the number added and deleted during the month.
  - b. Number of Agents assigned exclusively to informant and source development.
  - c. Money paid for services and expenses under SAC authority.
  - d. Statistical accomplishments.
  - e. Security informant accomplishments.

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  - c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.
  - d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of [Voucher-Statistical Section, Computer Systems Division.] Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.
8. Receipt of unemployment compensation
- a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.
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  - a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.
  - b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

M. MONTHLY AND QUARTERLY LETTERS

1. Submit monthly letter (FD-451, 451a) to Bureau by secure teletype system (NITEL). Field divisions east of the Mississippi must submit this information by the 3rd of each month; field divisions west of the Mississippi must submit this information by the 7th of each month. Monthly letter should include the following:
  - a. Number of security informants, potential security informants, confidential sources, panel sources, [informative assets, and operational assets] at the beginning and end of each month also showing the number added and deleted during the month
  - b. Number of Agents assigned exclusively to informant and source development
  - c. Money paid for services and expenses under SAC authority
  - d. Statistical accomplishments
  - e. Security informant accomplishments

- (1) Correct, full name
- (2) All aliases, code names, and symbol numbers
- (3) First date of contact by your office
- (4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
- (5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
- (6) Listing of any advances, refunds, and outstanding balances of advances
- (7) Date of last contact by your office
- (8) Whether individual has been contacted by any other office
- b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.
- c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.
- d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of Data Processing Section, Computer Systems Division. Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.
- 8. Receipt of unemployment compensation
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  - b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

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- [ 2. Submit quarterly letter (FD-451b) to Bureau by secure teletype system  
[ (NITEL). Quarterly letter should include the following:  
[ a. Name, location and number of subversive groups including identities  
[ of groups on college campuses, exclusive of those in black extremist,  
[ white hate or espionage matters.  
[ b. Symbol numbers of member informants providing coverage who are members  
[ of organizations. If no member informant, attach addendum and explain  
[ why you do not have member informants. Indicate specific action being  
[ taken to develop member informants and date such coverage is antici-  
[ pated for each group.  
[ c. Identities of individuals or groups who have participated in or are  
[ active in planning subversive acts of violence, exclusive of those  
[ in black extremist, white hate or espionage matters.  
[ d. Symbol numbers of informants and sources providing coverage of  
[ individuals or groups shown in Column C. If no member informant,  
[ attach addendum and explain why you do not have member informants.  
[ Indicate specific action being taken to develop member informants  
[ and date such coverage is anticipated for each group.]

N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
5. In no instance should you permit informant to sign loyalty oath in negative.

2. Submit quarterly letter (FD-451b) to Bureau by secure teletype system (NITEL). Quarterly letter should include the following:
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  - b. Symbol numbers of member informants providing coverage who are members of organizations. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.
  - c. Identities of individuals or groups who have participated in or are active in planning subversive acts of violence, exclusive of those in black extremist, white hate or espionage matters.
  - d. Symbol numbers of informants and sources providing coverage of individuals or groups shown in Column C. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.

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## O. DISCONTINUED INFORMANTS

1. When services of informant are discontinued, mark name card "cancelled." Destroy symbol card. Never destroy name card.
2. Refile name card in numerical order by symbol number in symbol number index. If discontinued informant, potential informant, or confidential source to whom symbol number was once assigned later is reactivated, remove name card from symbol number index, mark it reactivated with appropriate date, note type of information he will now be furnishing, and refile it alphabetically in name card section of index.
3. When potential informant or confidential source is discontinued and permanent symbol has not been assigned, destroy alphabetical index card.
4. Advise Bureau of date when potential informant or informant is discontinued and reason therefor. Advise Bureau as to whether or not informant is willing to testify in open court or before administrative hearing boards. Identity of all cases of security of Government employees type in which informant has furnished information must be ascertained and Bureau advised in compliance with section 19, volume II, of this manual.
5. Review informant's file to determine if correspondence between Bureau and field relating to Department's interest in using informant as witness is contained therein. In those cases in which Department has indicated desire to consider informant when he becomes available, advise Bureau in each such substantive case, except when it is obvious statute of limitations has run or case has been adjudicated. This exception does not apply to security of Government employees cases. When above action is completed, advise Bureau.
6. Statement shall also be made to effect that measures to control informants, set out in item 7, below, have been considered and recommendations shall be made when it appears such are warranted.
7. When services of informant are discontinued, maintain close contact with him so that informant will look to Bureau for counsel prior to taking any action against Bureau's best interests. Determine whether he has plans for writing book, magazine or newspaper article, or otherwise publicizing his activity. If so, impress him with desirability of coming to Bureau for assistance and guidance. If informant insists on engaging in such activities, Bureau will consider placing him in contact with reliable publisher, but it must be made clear to informant that Bureau will not sponsor or endorse any book or publication which he elects to write.
8. All payments to discontinued informants and confidential sources must be made on strict c.o.d. basis. Obtain Bureau authority before making such payments. Submit complete details as to information furnished by discontinued informant or source in past and what is to be expected of informant or source in future.
9. Once informant is exposed in any manner whatsoever, do not carry him as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.
10. When office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to office which originally handled informant so that file will be as complete as possible.
11. When informant has been discontinued for cause, such as unreliability, do not contact him in future for information. If he furnishes information it should be accepted, but in setting out information in reports or communications use individual's true name, together with appropriate description of his reliability.
12. Remove flash notice [per item F, 6, e of this section.]
13. Avoid repeated use of discontinued informant as witness at security trials and hearings. Make all-out effort to develop witnesses who can furnish same testimony. Advise Bureau of any indication by Government attorneys that informant-witness who has previously testified will be called upon for testimony at subsequent trial or hearing and furnish comments concerning possibility of supplanting testimony of individual involved. Submit under appropriate case character.

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14. Make every effort to prevent discontinued informant from becoming involved in situations which may prove embarrassing to informant or Government. Immediately after he testifies for first time, SAC should have serious talk with informant in presence of Agent who handled informant. This interview should be conducted in field office and informant told that:
  - a. He will no longer be operated by Bureau
  - b. Since he is public figure, he will probably be contacted by representatives of press, radio, and television for interviews and appearances
  - c. He may be sought as witness by congressional committees, Immigration and Naturalization Service, and state authorities
  - d. In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish statements, for if he does so he will wind up in serious trouble

Advise Bureau results of such interview and comment on its possible effectiveness.

Be alert to possibilities of former informant being contacted by representatives of publicity media and as witness by congressional committees, INS, and state authorities. SAC is responsible for knowing when former informant is scheduled or is likely to appear at hearing or make public appearance of any kind. Prior thereto in each instance, former informant must be contacted and instructions above reiterated by Agent who handled informant. Emphasize to former informant that he must stick to truth and make certain he can back up what he says, and if there is any deviation he will be subjected to criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as Government witness in case which has not been finally adjudicated and decides in affirmative, he should contact USA for instructions. Advise Bureau of any such situations and results of any interviews conducted.

15. When contacting Agent feels discontinued informant could cause embarrassment to Bureau, make arrangements to have former informant come to field office where he will be personally met by SAC. At that time, he should be impressed with fact that his services were appreciated and were of considerable assistance to security of country and remind him that he signed agreement when he was active as informant to maintain his relation with Bureau on confidential basis. SAC should stress necessity for informant to maintain this confidence.

P. FURNISHING INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS, in order to enforce its responsibilities, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own interests to make available information and witnesses where possible.
3. If contacted by INS inquiring for informants and you have discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to Bureau, together with your recommendation.
4. Bureau will review facts and advise as to whether or not his identity may be disclosed to INS.
5. Before any informant is turned over to INS, obtain his permission.

## Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
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13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

## R. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. [A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.]
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
  - c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
  - d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY-000-S.
  - e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, [extremist,] and criminal informants.

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  - e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, extremist, and criminal informants.

## 3. Index

- a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, racial informant, or security informant index, depending on type information furnished.
- b. Duplicate confidential source cards may be maintained with criminal informant, racial informant, and security informant index where logical.

## 4. Files

When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.

## 5. Utilization

- a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
- b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
- c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
- d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of expected cooperation of individual and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
  - (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
- b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must [certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
- c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.

## 7. Gifts

Gifts should not be given to sources.

## 8. Discontinuance

Advise Bureau of date when source is discontinued and reasons.

## S. PANEL SOURCES

## 1. Definition

See page 3 of this section.

## 2. Background investigation and approval

- a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records.

## 3. Index

- a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, [extremist] informant, or security informant index, depending on type information furnished.
- b. Duplicate confidential source cards may be maintained with criminal informant, racial informant, and security informant index where logical.

## 4. Files

When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.

## 5. Utilization

- a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
- b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
- c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
- d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of expected cooperation of individual and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
  - (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
- b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must [certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
- c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.

## 7. Gifts

Gifts should not be given to sources.

## 8. Discontinuance

Advise Bureau of date when source is discontinued and reasons.

## S. PANEL SOURCES

## 1. Definition

See page 3 of this section.

## 2. Background investigation and approval

- a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records.

## 3. Index

- a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
- b. Duplicate confidential source cards may be maintained with criminal informant, racial informant, and security informant index where logical.

## 4. Files

When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.

## 5. Utilization

- a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
- b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
- c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
- d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of expected cooperation of individual and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
  - (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
- b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
- c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.

## 7. Gifts

Gifts should not be given to sources.

## 8. Discontinuance

Advise Bureau of date when source is discontinued and reasons.

## S. PANEL SOURCES

## 1. Definition

See page 3 of this section.

## 2. Background investigation and approval

- a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records. [Limit credit check of individual to identifying information only (name, address, former address, employment, former employment).]

## 3. Index

- a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
- b. Duplicate confidential source cards may be maintained with criminal informant, [extremist] informant, and security informant index where logical.

## 4. Files

When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.

## 5. Utilization

- a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
- b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
- c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
- d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of expected cooperation of individual and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
  - (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
- b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must [certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
- c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.

## 7. Gifts

Gifts should not be given to sources.

## 8. Discontinuance

Advise Bureau of date when source is discontinued and reasons.

## S. PANEL SOURCES

## 1. Definition

See page 3 of this section.

## 2. Background investigation and approval

- a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records. Limit credit check of individual to identifying information only (name, address, former address, employment, former employment).

## 3. Index

- a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
- b. Duplicate confidential source cards may be maintained with criminal informant, extremist informant, and security informant index where logical.

## 4. Files

When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.

## 5. Utilization

- a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
- b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
- c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
- d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, arrest and service record, if any
  - (2) Details of expected cooperation of individual and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
  - (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
- b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must [certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
- c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.

## 7. Gifts

Gifts should not be given to sources.

## 8. Discontinuance

Advise Bureau of date when source is discontinued and reasons.

## S. PANEL SOURCES

## 1. Definition

See page 3 of this section.

## 2. Background investigation and approval

- a. Check prospective panel source through office indices, canvass logical informants, review appropriate arrest and military records.

3. Index

- a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
- b. Duplicate confidential source cards may be maintained with criminal informant, extremist informant, and security informant index where logical.

4. Files

When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.

5. Utilization

- a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
- b. Contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
- c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
- d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, arrest and service record, if any
  - (2) Details of expected cooperation of individual and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
  - (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.

6. Security confidential sources - certification of stability and payments

- a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
- b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.
- c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.

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Gifts should not be given to sources.

8. Discontinuance

Advise Bureau of date when source is discontinued and reasons.

S. PANEL SOURCES

1. Definition

See page 3 of this section.

2. Background investigation and approval

- a. Check prospective panel source through office indices, canvass logical informants, review appropriate arrest and military records.



- b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
- c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:
  - (1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
  - (2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.
  - (4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

### 3. Administrative handling

- a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.
- b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.
- c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.
- d. Only Agents designated in particular case should contact panelists.
- e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.
- f. [A symbol number should be assigned from the time any step is taken to develop an individual as a panel source.] Use abbreviation "PS" before symbol number, e.g., PS NY-000-S.
- g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.
- h. Advise Bureau of date panel source is discontinued and reasons.

### T. DOUBLE AGENT OPERATIONS

- 1. Passage of information
  - a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.
  - c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.
- 2. Locating information to pass

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.
- 3. Obtaining Bureau authority

Bureau authority must be obtained to pass any information in double agent operation except:

  - a. Newspaper or magazine article

- b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
- c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:
  - (1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
  - (2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.
  - (4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

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- f. A symbol number should be assigned from the time any step is taken to develop an individual as a panel source. Use abbreviation "PS" before symbol number, e.g., PS NY 000-S.
- g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.
- h. Advise Bureau of date panel source is discontinued and reasons.

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- 3. Obtaining Bureau authority
 

Bureau authority must be obtained to pass any information in double agent operation except:

  - a. Newspaper or magazine article

- b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
- c. Submit [secure teletype (Nitel)] to Bureau requesting authority to use individual as a panel source and set out:
  - (1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
  - (2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.
  - (4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.
- 3. Administrative handling
  - a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.
  - b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.
  - c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.
  - d. Only Agents designated in particular case should contact panelists.
  - e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.
  - f. A symbol number should be assigned from the time any step is taken to develop an individual as a panel source. Use abbreviation "PS" before symbol number, e.g., PS NY 000-S.
  - g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.
  - h. Advise Bureau of date panel source is discontinued and reasons.

#### T. DOUBLE AGENT OPERATIONS

- 1. Passage of information
  - a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.
  - c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.
- 2. Locating information to pass
 

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.
- 3. Obtaining Bureau authority
 

Bureau authority must be obtained to pass any information in double agent operation except:

  - a. Newspaper or magazine article

[ SECTION 107. [INTERNAL] SECURITY INFORMANTS AND CONFIDENTIAL SOURCES; 107S-T  
[AND FOREIGN COUNTERINTELLIGENCE ASSETS]

- b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
- c. Submit secure teletype (Nitel) to Bureau requesting authority to use individual as a panel source and set out:
  - (1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
  - (2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.
  - (4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.
- 3. Administrative handling
  - a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.
  - b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.
  - c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.
  - d. Only Agents designated in particular case should contact panelists.
  - e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.
  - f. A symbol number should be assigned from the time any step is taken to develop an individual as a panel source. Use abbreviation "PS" before symbol number, e.g., PS NY 000-S.
  - g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.
  - h. Advise Bureau of date panel source is discontinued and reasons.

[T. [DELETED]

- b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)
- 4. Retention of copies of passed material
  - a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
  - b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
  - c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
  - d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.
- 5. Handling money and property received by double agents
  - a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
  - b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
  - c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
  - d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

#### U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

- 1. Use of students
  - a. Students under age of [18] years are not to be developed as security informants, [potential security informants,] or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
  - b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.
- 2. Quarterly letters
  - a. On January 1, April 1, July 1, and October 1, submit quarterly letters on each student and teacher authorized by Bureau for contact as security informant, potential security informant, or other sources (including panel sources). Include following:
    - (1) Specific productivity
    - (2) Specific information furnished not otherwise available from public source material or other office sources off campus
    - (3) Frequency of contact
  - b. Quarterly letters on all racial and security informants or sources should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter:
    - (1) Number of informants, potential informants, and other sources active and under development at each educational institution affected
    - (2) An overall analysis of coverage afforded by campus informants and sources

- b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)
- 4. Retention of copies of passed material
  - a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
  - b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
  - c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
  - d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.
- 5. Handling money and property received by double agents
  - a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
  - b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
  - c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
  - d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

#### U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

- 1. Use of students
  - a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
  - b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.
- 2. Quarterly letters
  - a. On January 1, April 1, July 1, and October 1, submit quarterly letters on each student and teacher authorized by Bureau for contact as security informant, potential security informant, or other sources (including panel sources). Include following:
    - (1) Specific productivity
    - (2) Specific information furnished not otherwise available from public source material or other office sources off campus
    - (3) Frequency of contact
  - b. Quarterly letters on all [extremist] and security informants or sources should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter:
    - (1) Number of informants, potential informants, and other sources active and under development at each educational institution affected
    - (2) An overall analysis of coverage afforded by campus informants and sources

- b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)
- 4. Retention of copies of passed material
  - a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
  - b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
  - c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
  - d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.
- 5. Handling money and property received by double agents
  - a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
  - b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
  - c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
  - d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

#### U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

##### 1. Use of students

- a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
- b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.

[ 2. [Deleted]

U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
  - a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
  - b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.
2. Deleted
3. Responsibility for well-planned coverage  
Each office must have continuous and well-planned program to obtain necessary coverage at institutions of learning so that Bureau can fulfill its obligations. Care with which this must be done in no way lessens responsibility of each field office to have proper coverage.

V. CLASSIFICATION - 134



PART II

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[W. FOREIGN COUNTERINTELLIGENCE (FCI) ASSETS

This subsection deals with the development and operation of human assets, a field referred to as Human Intelligence or HUMINT. FCI assets are to be handled exclusively under this subsection, except for the administrative instructions pertaining to informant indices, and monthly statistical letters, set out in Part I; such exceptions are noted herein.

1. Definitions

FCI assets fall into two categories: informative assets and operational assets.

a. Informative assets (IA)

Individuals in position to furnish continuing information relative to the location, overt activities, and personalities of the targets of FBI investigations, e.g., doorman, garage attendant, neighbor, tradesman, rental agent, building superintendent, fellow employee, social contact, business contact, banker, ethnic community source, etc.; or individuals who have left or openly defected from a foreign country and can furnish information of intelligence value. An IA is not actively involved in an intelligence operation as such; should he become so involved he then could become an OA.

b. Operational assets (OA)

Individual actively involved in intelligence operations.

This category includes but is not limited to the following individuals:

Defector-in-place: A foreign official who overtly continues to work for his government and covertly provides information to us of intelligence value. A defector-in-place will in most instances be connected with a foreign government's intelligence service;

Double agent: An OA who is cooperating with a foreign intelligence service on our behalf and under our control;

Asset under development: Individuals selected for their apparent attractiveness to foreign intelligence services whom we attempt to put in contact with such services for operational exploitation, sometimes known as a "dangle operation"; or individuals already in contact with a foreign intelligence service who have an immediate potential for development into double agents.

Adoption of the generic term OA does not preclude use of the specific terms, e.g., double agent, where applicable, in official communications.

2. Objectives of OA

a. Penetration

Penetration of legal and illegal networks, identification of intelligence personnel and targets; collection of information regarding methods of operations; collection of positive intelligence.

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- b. Control
    - of information foreign intelligence services obtain;
    - of recruitment, by creating Bureau-controlled OAs;
    - of foreign operations, by keeping foreign intelligence services occupied handling our OAs.
  - c. Collection of evidence for prosecution
  - d. Deception (Disinformation)
    - Passing inaccurate or accurate information designed to cause foreign intelligence services to draw conclusions or initiate action to their disadvantage and/or to U. S. advantage.
  - e. Neutralization: to provide basis for persona non grata (PNG) action, exclusion, arrest or other disruptive action.
  - f. Collection by OA of personality characteristics data on foreign officials for purpose of defection analysis.
3. Individuals to be considered as OAs
- a. Foreign officials in a position to furnish information of intelligence value. An intelligence officer (IO) is, of course, the most valuable OA. An official who is not an IO, while of lesser value, is still a highly desirable OA because of the positive intelligence and information on the personalities and activities of other officials that he can provide.
  - b. Agents of foreign intelligence services. When these individuals are identified, and the prospect and value of recruiting them outweighs any prosecutive potential, they should be seriously considered for development as OAs.
  - c. Contacts of foreign officials. When contacts of foreign officials are identified as being of interest to a foreign intelligence service, we should attempt to enlist their cooperation and direct them against that intelligence service.
  - d. Individuals who are particularly attractive to a foreign intelligence service. Our objective is to determine the specific interests of foreign intelligence services or individual IOs, and to then recruit asset(s) who would appear to that service or IO to satisfy their needs. Such assets must have potential for operation within a reasonably expected period of time.
  - e. Former assets who currently offer potential for exploitation.
4. Restrictions
- FBIHQ authority is required prior to conducting detailed background investigation of any of the following individuals as an FCI asset, whether IA or OA. Of course, some investigation must initially be conducted, without disclosing our interest, to sufficiently identify the individual and generally assess his potential, so that FBIHQ can conduct a meaningful indices search and make an intelligent evaluation of the risks versus value involved.
- a. Individual under 21 years of age
  - b. Official or employee of the United Nations or other public international organizations of a governmental or quasi-governmental nature
  - c. Official or employee of foreign diplomatic establishment or government

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- d. Faculty member of an institution of learning
- e. Labor leader
- f. Federal, state, or local government official
- g. News media employee
- h. Prominent entertainment figure
- i. Prominent religious figure
- j. Member of the U. S. Military
- k. U. S. Government employee

After FBIHQ authority to conduct detailed background investigation has been received, and investigation completed, FBIHQ authority is also required to conduct initial interview of the above individuals, whether IA or OA.

5. Development of U. S. Military or other U. S. Government Personnel
- Whenever it becomes desirable to develop a member of the U. S. Military or an employee of another Government agency as an FCI asset, FBIHQ notifies the respective military service or agency of our interest. To facilitate this notification the office desiring to develop such an individual should submit to FBIHQ 5 copies of an LHM setting out:
- a. Proposed asset's name, rank or position, and current place of assignment.
  - b. Area of FBI interest in the asset, in general, and the foreign intelligence service, and official, if known, against which it is anticipated asset will be directed.
  - c. Extent of anticipated coverage to be provided by the asset, i.e., describe the services he will provide.
  - d. The last paragraph of this LHM should read:  
"It is requested that no further dissemination of the foregoing be made without prior reference to FBI Headquarters. If you agree with our contemplated use of the above individual, please return a copy of this memorandum with your acknowledgement."
  - e. Members of the military: estimated time period within which you wish to utilize the asset; desirability that the asset remain in his current area of assignment for a specified period of time. Upon receipt of clearance from the military, FBIHQ will select code name for future use in identifying the asset. This code name will be furnished to military intelligence component at headquarters level and to FBI field divisions. Every 6 months thereafter, as long as the FBI has continuing operational interest in the asset, an LHM captioned with code name should be transmitted to FBIHQ, by routing slip captioned with informant's symbol number. The LHM is to contain a statement that the asset continues to be of operational use to the FBI, and a statement detailing any difficulties encountered in control or direction of the asset or a statement that no such difficulties exist.

NOTE: Generally, the U. S. Armed Forces may not be utilized to enforce the civilian criminal law; however, they may be utilized for foreign counterintelligence purposes. In foreign counterintelligence investigations in which there is a possibility of criminal prosecution, use of military personnel as assets might jeopardize successful prosecution, and all such cases must be discussed in detail with FBIHQ prior to utilization of such military assets.

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6. Development of personnel of foreign diplomatic establishment or international organization  
Whenever it becomes desirable to develop an official or employee of a foreign diplomatic establishment or government, or of a public international organization of a governmental or quasi-governmental nature, who is not a national of a hostile country, e.g., Canadian, Argentinian, or U. S. United Nations Secretariat (UNSEC) employee to target against Soviet-bloc UNSEC employee, FBIHQ asks for authorization from State Department to conduct background investigation. FBIHQ must inform State Department of the proposed asset's name, rank or position, nationality, current place of assignment, and, generally, the type of use we intend to make of the asset. After authorization has been received and background investigation completed, if individual offers asset potential, submit results of background investigation in LHM and in cover communication request authority to interview. FBIHQ will then request authorization from State Department to interview.
7. Development  
The development of assets depends on the individual circumstances of each situation. No rigid procedural steps or contact schedules can be imposed which will uniformly apply to all cases; however, the development should proceed with the objective of obtaining valuable results as quickly as feasible, consistent with maintaining the asset's security, credibility, and confidence, and with developing the asset's potential to its fullest.
8. Opening of asset files  
Open a 134 file for all individuals at the time they are first considered for development as assets. This file should consist of two parts: a main file which will contain all identifying data, results of background investigation, personal status data, and administrative data; and a subfile which will contain at least one copy of all information provided by asset. The asset is not to be identified, beyond his symbol number, in subfile.

Maintain files of all active assets as pending. Utilize FD-238 as unserialized top document in main file.

Assignment and tickler cards must not reflect name of asset; use symbol and/or file number.

9. Maintenance of FCI asset files and indices  
Maintain all FCI asset files, pending and closed, under lock and key under personal supervision of SAC, ASAC, or employee designated by SAC.

Files of FCI assets will be included in calculation of delinquencies in monthly administrative report.

FCI asset indices will be maintained according to the administrative instructions set out under section 107 J, part I, of this manual.

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10. Symbol numbers

Assign a symbol number to all individuals when first considered for development as asset. The symbol number is to consist of two-letter prefix identifying the office, a numerical sequence number (which will never be reassigned to another asset or informant), and suffix which describes the type of asset, e.g., NY 1001-OA (or IA). The numerical sequence is to be the same as that used for all other informants, e.g., potential security informant, security informant, criminal informant, etc. The suffix may change if the nature of the information provided changes, e.g., from IA to OA. Submit identity of asset and symbol number assigned to FBIHQ via coded "Nitel"; this is the only communication ever in which both asset's true name and symbol number are to appear together. Assets must not be informed of their symbol numbers.

11. Captions

In administrative communications dealing solely with asset, indicate in caption the character and the country concerning which the asset is reporting, e.g., NY 1001-OA, IS-R (Russia).

12. Background inquiries and interviews

a. Informative asset

Based on the type of information the IA can provide, the nature and extent of contact with him, and the IA's relationship with the target:

- (1) Conduct sufficient background investigation to satisfy the SAC as to the IA's stability, suitability, reliability, and potential. For example, a more detailed background investigation is required for a social or business contact than for a doorman or building superintendent. A minimal background investigation should include appropriate police and field offices' indices checks.
- (2) Request search of FBIHQ indices.
- (3) Check NCIC.
- (4) Submit FD-165 for search of FBIHQ identification records; make no reference to individual as IA on FD-165. Also utilize FD-165 to place stop.
- (5) Outside of the restrictions set out in 4. above, interview IA prospect on SAC authority.

b. Operational asset

When an individual appears to have OA potential conduct the following background investigation commensurate with OA's security:

- (1) Obtain pertinent data on OA's personal history (date and place of birth, nationality and citizenship, social security number or other identifying numbers, family status, names of immediate family, past and present residences, employments, etc.), and other data such as physical description, patriotism, health, reliability, stability, integrity, reputation, and business connections.
- (2) Check appropriate police and field offices' indices.
- (3) Request search of FBIHQ indices.
- (4) Check NCIC.

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- (5) Submit FD-165 for search of FBIHQ identification records; make no reference to individual as OA on FD-165; and also utilize FD-165 to place stop.
  - (6) If applicable, check armed services records, both at Military Personnel Records Center, St. Louis, Missouri, and at Defense Central Index of Investigations, Ft. Holabird, Maryland.
  - (7) Canvass logical sources, commensurate with OA's security.
  - (8) Upon completion of above investigation submit results to FBIHQ via coded teletype, preferably "Nitel," and interview UACB.
  - c. All leads to auxiliary offices must be sent and replied to, via coded teletype, preferably "Nitel," under caption utilizing asset's true name, followed by "IS-(country)." Do not set out asset's symbol number. Do not send copies of such leads of IAs to FBIHQ. Leads must be covered within 45 days; office of origin notify auxiliary offices of this time limit when setting out leads.
13. Authority to operate assets  
IAs are approved and operated on SAC authority. Inform FBIHQ via coded "Nitel" when SAC approval given, and type of information IA can provide. OAs are approved and operated on FBIHQ authority. After interview of OA submit results of interview via coded "Nitel" requesting FBIHQ approval to operate. Detail OA's potential and your contemplated use of OA.
- In exceptional cases, when the results of the interview and details of the OA's potential and contemplated use are voluminous, the practicality of "Nitel" and the relative security of the mails should be balanced against the sensitivity of the information and the security of the asset. Where the former factors prevail, submit summary by "Nitel" and full results and details by letter or airtel.
14. Contact with assets  
Contact should be maintained commensurate with maximum productivity, security, and development of asset's further potential. If an asset has not been contacted for a period of 45 days, a memorandum to the SAC must be directed to the asset's main file stating the reason(s) why no contact was made.
- Do not disclose to asset any information not essential to his operation.
15. Confidentiality of relationship  
Emphasize to all assets that the effectiveness of the FBI's investigation, and in some instances his own personal security, depend on both sides maintaining the confidentiality of the relationship. If the asset feels he must disclose this relationship to another, e.g., wife, parent, employer, etc., or circumstances develop in which asset requests FBI to disclose the relationship to another, e.g., to an employer threatening dismissal of asset because of his affiliation with certain individuals or groups, notify FBIHQ with recommendation to disclose relationship and continue under these conditions or to terminate relationship with or without disclosing relationship, and reasons for recommendation.

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16. Reliability of assets  
Reliability of all assets must be constantly checked. If any doubt exists concerning asset, give consideration to use of various investigative techniques to insure asset is completely reliable and is furnishing accurate information.
17. Assignment of pseudonyms  
In sensitive cases, where necessary; if asset will sign reports or receipts; or if asset is an OA receiving operational funds from a foreign intelligence service or payment from the U. S. which requires bookkeeping records, assign pseudonym for these purposes.
18. Recording of information received from asset  
When recording information from any asset in a communication prepared for dissemination, characterize the asset either as one "with whom contact has been insufficient to determine reliability," or as one "who has furnished reliable information in the past."
  - a. Oral information
    - (1) Information pertaining to asset's personal status is recorded in 134 main file, e.g., marital difficulties, change of employment, change of residence.
    - (2) Information pertaining to operational administrative matters is recorded in asset's 134 subfile. When this data, e.g., location of meet sites, times of meets, any data which tends to identify asset, is furnished to FBIHQ, it should not be included in communications prepared for dissemination, but in cover pages. When the asset is a member of the military, submit, in addition to the communication for dissemination described immediately above, a communication for dissemination containing all operational administrative details for the information of the asset's service.
    - (3) Information of intelligence value should be submitted to FBIHQ via appropriate communication, and, if of interest to other U. S. agencies or friendly foreign services, should be submitted to FBIHQ in form suitable for dissemination.
    - (4) Execute and maintain form FD-209 in asset's main file concerning contacts with asset. If contacts produced information of intelligence value, record only date of contacts; if negative, record as such.
  - b. Written information
    - (1) Written information prepared by asset, or by FBI SA for signature of asset, pertaining to operational activities (not a written report passed by asset to his principal) must be dated at the top of page one and signed at the bottom of each numbered page by the asset using his pseudonym. This material may be maintained as an attachment to a serialized memorandum in the asset's subfile (punched holes are allowed), or in a 1a section of the asset's 134 subfile.
    - (2) Information received in this manner should be devoid of FBI identification, block or time stamps, serialization number or other administrative markings.
    - (3) Only the original need be maintained; asset must not keep a copy.

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- (4) Any corrections, changes, erasures, additions, or deletions on original must be identified by asset using his pseudonym initials beside it.
  - (5) Handling FBI SA must not make any changes on the original or permit his name to be recorded therein.
  - (6) Written information pertaining to operational activities should not include administrative matters pertaining to asset's personal status.
  - (7) Handle recording of written information and contact with asset in same manner as detailed under recording of oral information.
19. Channelization of information of intelligence value received from the asset  
Important factor in channelizing information of intelligence value received from the asset to substantive case files is the security of the asset.

Limit information in communication sent to substantive file to only that necessary for that case; i.e., do not send one comprehensive communication to several substantive files if to do so might compromise source or other individual. (Be aware that some of our documents are being made available in response to subpoenas, and the court is sometimes not allowing excision of material not pertinent to case in question. Consequently, other individuals or operations can be "blown" by revealing one such comprehensive memo.)

- a. Extract information of value received from asset and channelize to substantive case files either inter- or intra-office by separate communications under substantive case captions.
  - b. A copy of all channelizing communications must be maintained in an asset's subfile.
20. Passage of documents, written report or oral information, to hostile foreign intelligence  
Type of information to be passed depends on circumstances of particular operation, interests of involved foreign intelligence service, the credible access of the OA and the time element involved.

Great care should be given to the selection of information to be passed to insure the operation accrues to the overall benefit of the U. S.

- a. Authority for passage  
FBIHQ authority required for passage of all classified information and unclassified information prepared for limited use by concerned Federal and local governments, not intended for public consumption.

Above FBIHQ authority applies to passage of documents, written reports, and oral information.

SAC authority required for passage of material prepared by commercial concerns, Federal, and local governments for public distribution. Examples are: newspaper and magazine articles, pamphlets and brochures, photographs, background information on companies and organizations. If there is any doubt that material selected to be passed is not in the best interest of the U. S., submit material to FBIHQ for clearance; e.g., see Example (1) following.

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- b. Clearance requirements for information to be passed under FBIHQ authority  
Submit original and 9 copies of LHM to FBIHQ bearing appropriate classification via cover communication with appropriate caption.  
Leave LHM uncaptioned; FBIHQ will insert code name caption.

The first paragraph of the LHM should read: "It is requested that clearance be granted for passage in this operation of the following items to a representative of (name of foreign intelligence service)."

If the information to be passed is a document, set forth an adequate description of it in the LHM.

Examples:

- (1) Article entitled "Moon Rockets," prepared by physicist John Doe, January, 1972, issue of "\_\_\_\_\_" publication of American Rocket Society.
- (2) Air Force Training Manual captioned "\_\_\_\_\_" dated July, 1972, classified "Secret."

In addition, also submit to FBIHQ, if possible, a true copy of document for review which will be returned after clearance by FBIHQ is obtained.

If the information to be passed is a written report prepared by OA, set forth report verbatim in the LHM.

If the information to be passed is oral, set forth oral information verbatim in the LHM.

If more than one item of information in any form is to be passed, number each item in the LHM.

The last paragraph of the LHM should contain the sentence: "The above data should not be further disseminated."

Upon receipt of LHM, FBIHQ will submit to appropriate authorities and request clearance. Reply will be promptly furnished to field.

- c. Notification to FBIHQ of passage of document, written report, or oral information which required clearance  
After passage, submit original and 9 copies of uncaptioned LHM bearing appropriate classification via cover communication with appropriate caption. FBIHQ will insert code name caption. In LHM refer to LHM which requested clearance. LHM should merely state, "On (date) our source transmitted the information detailed in referenced memorandum to (name of foreign intelligence service)."

If referenced memorandum detailed more than one item, do not list the items unless one or more was not passed. In such an instance list only those items that were passed.

The last paragraph of the LHM should contain the following sentence, "The above data should not be further disseminated."

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d. Administrative handling of documents, written reports, and oral information selected for passage

(1) Documents and written reports

Field offices should retain a copy of document or written report passed which would be identified by OA as a true copy of item passed by him. No other marks, identifying data, staple or punch holes should be placed on field office copy.

When submitting document or written report to FBIHQ, identify it, in cover communication, as the actual item which will be passed or a copy.

To insure that the actual document to be passed is not contaminated by fingerprints of FBI personnel, maintain in plastic envelope when being handled in field office or when submitted to FBIHQ.

Documents obtained by FBIHQ or other field offices from commercial concerns or other government agencies which will be passed will be handled in similar fashion.

If copy of document is maintained on permanent basis by preparing concern or agency and available at a later date, no need exists to submit copy to FBIHQ or to maintain in field office file. If copy not maintained on permanent basis, a copy should be retained in field office file.

(2) Oral information

Oral information passed must be recorded in a signed statement or FD-302.

Purpose for preserving documents and written reports is for evidence in event of prosecution, persona non grata action, expulsion, etc.

21. Oral information received from debriefing asset

Oral information received upon debriefing an asset (i.e., not necessarily pertaining to information passed) must be recorded in a signed statement or FD-302.

22. Coverage of OA meets with foreign intelligence officer, co-opted worker, or agent.

Coverage of these meets is required except when prohibited by security or other overriding factors.

- a. To cross-check the OA. We must be as certain as possible that the OA is reporting details of his meets accurately.
- b. To verify identification of principal or agent and to gather information about modus operandi.
- c. Consider use of photography and other technological surveillance techniques to provide data for improving future CI operations or improving chances for success of official actions, e.g., prosecution, persona non grata action.

Be aware that these meets are often covered by the principal's intelligence service using photography, radio intercepts, and possible electronic surveillance.

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23. Disinformation  
The passage of deceptive information by an OA is a complex operation which requires detailed planning and coordination between field office and FBIHQ. This technique should be employed only in OA operations in which the foreign intelligence service has apparently accepted the bona fides of the OA, when the benefit will clearly outweigh the risk to the overall OA operation.

24. OA cover story  
Be aware that a foreign intelligence principal may interrogate an OA in great detail as to how he secured his information, his family situation, his modus operandi, motivation, etc. Handling FBI SA must adequately prepare an OA for this probability. The most credible cover story is the one which involves the least fabrication.

Unless security or other considerations dictate otherwise, the OA should personally obtain the information he passes.

25. Receipt of money or property by OA  
Impress upon each OA that money or property received from a foreign intelligence principal or agent must be turned over to the FBI since retention of this money would put the OA in technical violation of Federal statutes, and this money may be used as evidence or exhibit. Compensation to the OA from the FBI for his cooperation is to be handled separately. Nominal or personal gifts, necessary for the OA's security and to maintain his relationship with the principal, may be given back to the OA by his handling FBI SA, following FBIHQ approval. Consider the desirability and feasibility of obtaining a signed statement from each OA reflecting his understanding of this requirement. The obtaining of such a statement is not mandatory, but desirable.

Department attorneys have advised that, while it is not necessary to preserve that actual currency received by an OA, it is highly desirable to do so in cases in which prosecution could ensue. Whether or not the actual currency is retained, obtain a written statement from the OA describing the currency received by [type of note and issuing Federal Reserve Bank,] denomination, series number, and serial number; and also make an independent record of such currency.

The above instructions are not to be interpreted to require the impounding of funds paid to an OA by a foreign government or foreign intelligence service for goods or services rendered by the OA in legitimate, business transactions.

26. Payments to FCI assets - either OA or IA  
a. When deemed necessary and expedient, each SAC is authorized to expend up to \$400 to develop FCI assets. This money may be used to pay for services and/or expenses. This authority is renewable by FBIHQ if the initial \$400 has been expended. Blue slip reclaiming payments from FBIHQ need not summarize information obtained since proliferation of this information could possibly jeopardize asset's security.

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Department attorneys have advised that, while it is not necessary to preserve that actual currency received by an OA, it is highly desirable to do so in cases in which prosecution could ensue. Whether or not the actual currency is retained, obtain a written statement from the OA describing the currency received by denomination, series number, and serial number; and also make an independent record of such currency.

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b. FBIHQ authority

- (1) If FCI asset is of such continuing value to justify regular payments, such payments must be approved by FBIHQ.
- (2) When initially requesting regular payment, submit evaluation via coded "Nitel" in the following order:
  - (a) Amount paid to date, broken down into expenses and services
  - (b) Number of contacts with handling FBI SA since last evaluation
  - (c) Evaluation of stability and reliability
  - (d) Concise summary of most valuable information furnished since last evaluation
  - (e) Miscellaneous - changes in personal status, residence, employment, personal problems, etc., since last evaluation
  - (f) SAC recommendations for authority to pay asset for next six-month period; specify amount to be authorized for services and amount for expenses
- (3) Continuation request should be made two weeks in advance of expiration of authority.
- (4) Submit an interim request for increase in regular payments authorized via coded "Nitel," with full justification.

c. Receipts

When payments are made either on SAC authority or FBIHQ authority, obtain receipts whenever possible. If receipt cannot be obtained, set forth circumstances on blue slip at time reimbursement is claimed.

- (1) Receipts should be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
- (2) Receipts should show:
  - (a) Date when payment was made
  - (b) Period for which made when asset is paid on period basis
  - (c) Total amount paid broken down into separate amounts for services and expenses
  - (d) Name of FBI SA making payment
  - (e) Signature of asset receiving money using pseudonym assigned
- (3) Receipts are not to be witnessed.
- (4) If necessary to make corrections on receipts, they must be initialed by asset and not by FBI SA.
- (5) When transmitting receipts and itemized statements of expenses to FBIHQ, staple them directly to blue slip so that all information on receipt can be read without detaching it from blue slip.

27. Evaluation of FCI assets

a. OA

Whether OA is paid (under either FBIHQ or SAC authority) or unpaid, submit coded "Nitel" every six months evaluating OA according to the format of 26. b. (2). If the OA has been paid during the preceding six-month period, merely set out the amount paid during that period (under 26. b. (2) (a)).

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b. FBIHQ authority

- (1) If FCI asset is of such continuing value to justify regular payments, such payments must be approved by FBIHQ.
- (2) When initially requesting regular payment, submit evaluation via coded "Nitel" in the following order:
  - (a) Amount paid to date, broken down into expenses and services
  - (b) Number of contacts with handling FBI SA since last evaluation
  - (c) Evaluation of stability and reliability
  - (d) Concise summary of most valuable information furnished since last evaluation
  - (e) Miscellaneous - changes in personal status, residence, employment, personal problems, etc., since last evaluation
  - (f) SAC recommendations for authority to pay asset for next six-month period; specify amount to be authorized for services and amount for expenses
- (3) Continuation request should be made two weeks in advance of expiration of authority.
- (4) Submit an interim request for increase in regular payments authorized via coded "Nitel," with full justification.

c. Receipts

When payments are made either on SAC authority or FBIHQ authority, obtain receipts whenever possible. If receipt cannot be obtained, set forth circumstances on blue slip at time reimbursement is claimed.

- (1) Receipts should be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
- (2) Receipts should show:
  - (a) Date when payment was made
  - (b) Period for which made when asset is paid on period basis
  - (c) Total amount paid broken down into separate amounts for services and expenses
  - (d) Name of FBI SA making payment
  - (e) Signature of asset receiving money using pseudonym assigned
- (3) Receipts are not to be witnessed.
- (4) If necessary to make corrections on receipts, they must be initialed by asset and not by FBI SA.
- (5) When transmitting receipts and itemized statements of expenses to FBIHQ, staple them directly to blue slip so that all information on receipt can be read without detaching it from blue slip.

27. Evaluation of FCI assets

a. OA

Whether OA is paid (under either FBIHQ or SAC authority) or unpaid, submit coded "Nitel" every six months evaluating OA according to the format of 26. b. (2). [If the OA is unpaid, submit six-month evaluation and request for continued utilization, if appropriate, on UACB basis.] If the OA has been paid during the preceding six-month period, merely set out the amount paid during that period (under 26. b. (2) (a)).

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- b. IA
  - (1) Paid on FBIHQ authority  
Submit evaluation as instructed for OA above
  - (2) Paid on SAC authority or unpaid  
Every six months submit memorandum to SAC evaluating IA according to the format of 26. b. (2).
- c. Assets who are members of the military, whether IA or OA  
See 5. e.
- 28. Income tax returns
  - a. Inform assets who receive compensation for their services to FBI that such compensation must be reported as income when filing an income tax return.
  - b. FBI income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to asset's position and station in life.
  - c. If asset is self-employed and files Schedule C as self-employed individual, it may be possible to include his FBI income with his self-employed income from other sources without revealing connection with FBI.
  - d. If asset cannot report payments received from FBI for services without jeopardizing his security, such payments will be subject to 20 percent withholding tax. There are three categories in which taxes will not be withheld from payments to FCI assets:
    - (1) For reimbursement of expenses
    - (2) Under SAC authority
    - (3) To assets who have been able to report FBI income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.
  - e. When asset or former asset is considered as potential witness in FBI case, determine whether he paid Federal and state taxes on income he received from FBI for his services. If such taxes have not been paid, obtain all pertinent details and submit recommendations to FBIHQ for handling situation.
- 29. Receipt of unemployment compensation  
State law may require all applicants for unemployment compensation to list all sources of income. Payment of out-of-pocket expenses need not be listed as income when applying for unemployment compensation; however, payment for services must be listed. FBIHQ should be consulted in each case where this situation arises.
- 30. Monthly and quarterly letters  
For these administrative details, see section 107, part I, M, of this manual.

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31. Corrective action on false information
  - a. When it is determined that current asset or former asset has furnished false information, promptly inform FBIHQ of complete facts.
  - b. Set forth your suggestion relative to wording to be used in describing asset in future, such as "source of known unreliability" or "source who has furnished both reliable and unreliable information in the past."
  - c. FBIHQ will advise which designation to use; the field office will then proceed with review of all data furnished by asset and label information from him accordingly.
  - d. All communications containing information from asset which have been sent to FBIHQ, FBI field offices, and to outside agencies must be corrected. Corrective action should be taken by letter. Identify cases individually by title and character, together with dates of communications containing information from asset. Corrective letters should refer to specific report, page number, and change to be made. Amended pages should not be prepared unless you are so instructed by FBIHQ in accordance with instructions of part II, section 4, Manual of Rules and Regulations.
  - e. Instruct each field office which has made further dissemination of asset's information to follow instructions set forth above.
  - f. Set up control file regarding this corrective action and upon completion of same submit to FBIHQ final letter under asset's caption identifying each case by title, character, FBIHQ file number if known, and date of communication. This letter will be used to check all pertinent FBIHQ files to see that necessary corrective action has been taken.
  - g. If necessary, other field offices which have received information from asset should also be requested to submit summary letters showing what corrections have been made.
  - h. Occasionally, former asset through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was asset. It is not necessary to go back and change evaluation of information attributed to that former asset in absence of definite indication that he furnished unreliable information while he was asset.
  - i. Dissemination of information from assets of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.
32. Discontinuance of assets

Advise FBIHQ under asset's symbol number caption when services of asset are discontinued.

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33. Discontinued assets
  - a. When services of asset are discontinued, mark name card "canceled." Destroy symbol card. Never destroy name card.
  - b. Refile name card in numerical order by symbol number in symbol number index. When discontinued asset is later reactivated, remove name card from symbol number index, mark it reactivated with appropriate date, note type of information he will now be furnishing, and refile it alphabetically in name card section of FCI asset index.
  - c. Inform FBIHQ of date when asset is discontinued and reason therefor, and whether or not asset is willing to testify in open court or before administrative hearing boards. Inform FBIHQ according to instructions in volume II, section 19, of this manual of identity of all Security of Government Employees cases in which asset has furnished information.
  - d. If the discontinued asset is a member of the U. S. Military or another U. S. Government employee, submit LHM to FBIHQ merely stating the fact of discontinuance. FBIHQ will use LHM to notify asset's headquarters.
  - e. Once asset is exposed in any manner, do not carry him as a concealed source in reports or memoranda. His true name is to be set forth.
  - f. If a former asset furnishes information to an office other than the office which originally handled him, the new office should notify the old office of its intended use of the asset and request pertinent background information.
  - g. Remove flash notice on OA's (i.e., the stop placed via FD-165 when conducting original background inquiries on OA) one year after discontinuance.
34. Classification - 134

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## 4. Contacts by Agents

- a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
- b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
- c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
- d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
- e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
- f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
- g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
- h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
- i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
- j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.

## 5. Checking reliability

- a. Reliability of all active informants must be constantly checked.
- b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

## 6. Fingerprints

- a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
- b. If informant refuses, do not force issue.
- c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

4. Contacts by Agents

- a. Informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
- b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
- c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
- d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
- e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication.
- f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
- g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
- h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
- i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
- j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.

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- b. If informant refuses, do not force issue.
- c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

Security Informant" shall not appear.

J. INDICES

1. Alphabetical name index and symbol number index

Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice

a. Alphabetical name index

In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.

b. Symbol number index

This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.

c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.

d. Index cards

Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

Symbol:  
(Informant, potential  
informant, or confidential  
source)

File No:

Name:

e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.

2. Index entitled "Informants and Sources in Other Divisions"

a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.

b. If such index maintained, separate index card is to be prepared on each informant and source included.

c. Cards should contain brief background data and identity of Bureau communication showing background data.

d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.

3. Agents' informative index

a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.

b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.

c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.

d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.

e. [Deleted.]

f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.

g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.

h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.

i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

## 4. Contacts by Agents

- a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
- b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
- c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
- d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
- e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
- f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
- g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
- h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
- i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
- j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.

## 5. Checking reliability

- a. Reliability of all active informants must be constantly checked.
- b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

## 6. Fingerprints

- a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
- b. If informant refuses, do not force issue.
- c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

- d. Flash notice is to be placed by field with Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.
  - e. When informant is discontinued, retain flash notice for one year. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.
7. Control - statement of cooperation
- a. Close control must be exercised over activities of informants and double agents to obtain maximum results and prevent any possible embarrassment to Bureau.
  - b. Obtain signed statement set out below when feasible and practical. Where it is not practical to secure such signed statement from an informant or double agent, advise Bureau of complete details. SAC and Agent handling informant or double agent should determine appropriate time in informant's operation when statement should be completed.

I, \_\_\_\_\_, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) \_\_\_\_\_

Witnessed: \_\_\_\_\_

8. Execution of party questionnaires
- Informants, particularly in Communist Party, often must execute party questionnaires and in doing so should be instructed to be extremely careful not to jeopardize their position as informants. If necessary, each item in questionnaire should be discussed with informant.
9. Informant's activity in organizations
- a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.
  - b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.
  - c. Changes in organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of motivation behind such changes, but be certain opinions are labeled as such.
  - d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but in such manner as to avoid suspicion.

- (4) Number of statements submitted  
Combine total number of oral and written statements submitted and show only total number.
  - (5) Stability and reliability  
Check positive box if informant is considered stable and reliable. If not or if there are any personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or any other similar problems presented by informant, check negative box and explain under "Miscellaneous."
  - (6) Indoctrination against disclosure  
If informant has been indoctrinated against disclosure, check positive box.
  - (7) Percentage of information verified  
Show percentage of information furnished by informant which has been verified through other sources.
  - (8) All necessary action taken on information furnished  
If all action has been taken, check positive box. If not, check negative box and explain under "Miscellaneous."
  - (9) Summary of information furnished  
This summary should be concise, highlighting more pertinent information furnished by informant. Do not attempt to summarize all information furnished by informant.
  - (10) Miscellaneous  
Furnish any change in informant's residence and employment [by secure teletype (nitel)], steps being taken to advance informant, and any other pertinent information which should be brought to Bureau's attention. Include statement that source has been advised that all payments of money made to him for services rendered must be declared as income on his tax return and has agreed to do so.
- c. When payment to informant has been authorized for definite period of time, advise Bureau at least two weeks in advance of expiration of period as to whether services of informant are to be continued.
  - d. Every six months submit FD-401 to Bureau requesting continuation of payments. Follow instructions set forth in item 3b, above.
  - e. Submit letters requesting authority to continue (increase, decrease) payments to an informant in duplicate except that copy should consist only of first page of letter. When payments are approved, single-page copy will be stamped "Approved" at Bureau and returned. If recommendation is not approved, field will be advised by separate communication.
  - f. When payments are authorized by Bureau, it is personal responsibility of each SAC definitely to assure that full value is being received.
  - g. Discontinuance of payments  
If at any time it appears information being produced by informant is not commensurate with payments made to him, immediately discontinue payments or adjust accordingly and promptly advise Bureau.
  - h. If any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.
4. Six-month evaluation of informants not paid on Bureau authority  
If informant is not being paid on Bureau authorization, FD-401 must be transmitted to Bureau every six months after date of designation containing same information set out in item 3b, above, except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases, comment is necessary regarding only applicable items.
  5. Receipts  
When payments are made either on SAC authority or prior Bureau approval, obtain receipts in every instance in which it is possible to do so. If receipt cannot be obtained for particular payment, set forth complete circumstances on blue slip at time reimbursement is claimed.

## K. INFORMANT FILES

1. Opening
  - a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
  - b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development. In espionage and foreign nationality matters, existing file may be used if this is practical.
  - c. Maintain individual files on all active informants as pending active files.
2. Monthly administrative report  
Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.
3. Assignment and tickler cards  
Maintain assignment and tickler cards, but do not show true name of informant, [potential informant, panel source or confidential source] on such cards.
4. Subfiles
  - a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where subfile is necessary only in those instances involving possible prosecution. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
  - b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization  
Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.
6. Channelizing memoranda - destruction of  
See Manual of Rules and Regulations.
7. Correspondence  
Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.
8. Maintenance of files
  - a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
  - b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
  - c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
  - d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.



- a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on receipts, they must be initialed by informant and not by Agent.
  - e. When transmitting receipts and itemized statements of expenses to Bureau, staple them directly to blue slip, leaving margin of one to one and one-half inches at top to avoid contact with Acco fastener punch. Place staples so that date or other data appearing on receipt will not be mutilated and all information on receipt can be easily read without detaching it from blue slip.
6. Income tax returns
- a. Advise informants who receive compensation for their services to Bureau that such compensation must be reported as income when filing an income tax return.
  - b. Bureau income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - c. If informant is self-employed and files schedule C as self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with Bureau.
  - d. If informant cannot report payments received from Bureau for services without jeopardizing his security as informant, such payments will be subject to 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.
  - e. When informant or former informant is initially considered as potential witness in Bureau case, determine whether he paid Federal and state taxes on income he received from Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling situation.
7. Stipulation re payments made to witnesses
- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, Bureau must furnish Department set of photostats of original receipts signed by prospective witnesses. Original receipts and set of photostats will be transmitted to field office in whose territory trial will take place. Office handling prosecution must determine from Government attorney which individuals are to be used as witnesses. Thereafter office should furnish and/or cause other appropriate offices to furnish to Bureau following information:

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- [ 2. Submit quarterly letter (FD-451b) to Bureau by secure teletype system  
[ (NITEL). Quarterly letter should include the following:  
[ a. Name, location and number of subversive groups including identities  
[ of groups on college campuses, exclusive of those in black extremist,  
[ white hate or espionage matters.  
[ b. Symbol numbers of member informants providing coverage who are members  
[ of organizations. If no member informant, attach addendum and explain  
[ why you do not have member informants. Indicate specific action being  
[ taken to develop member informants and date such coverage is antici-  
[ pated for each group.  
[ c. Identities of individuals or groups who have participated in or are  
[ active in planning subversive acts of violence, exclusive of those  
[ in black extremist, white hate or espionage matters.  
[ d. Symbol numbers of informants and sources providing coverage of  
[ individuals or groups shown in Column C. If no member informant,  
[ attach addendum and explain why you do not have member informants.  
[ Indicate specific action being taken to develop member informants  
[ and date such coverage is anticipated for each group.]
- N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS
1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
  2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
  3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
  4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
  5. In no instance should you permit informant to sign loyalty oath in negative.

## K. INFORMANT FILES

## 1. Opening

- a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
- b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development. In espionage and foreign nationality matters, existing file may be used if this is practical.
- c. Maintain individual files on all active informants as pending active files.

## 2. Monthly administrative report

Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.

## 3. Assignment and tickler cards

Maintain assignment and tickler cards, but do not show true name of informant, [potential informant, panel source or confidential source] on such cards.

## 4. Subfiles

- a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where subfile is necessary only in those instances involving possible prosecution. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
- b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

## 5. Channelization

Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.

## 6. Channelizing memoranda - destruction of

See Manual of Rules and Regulations.

## 7. Correspondence

Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.

## 8. Maintenance of files

- a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
- b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
- c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
- d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.

## A. DEFINITIONS

1. Security informant  
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant  
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent  
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source  
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source  
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

## B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
  - a. Complainants or other persons interviewed in security matters
  - b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - c. Personal friends and contacts of Bureau employees
  - d. Sources of information, confidential sources, and contacts
2. Review of closed security files and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

## C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

## 3. Index

- a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
- b. Duplicate confidential source cards may be maintained with criminal informant, extremist informant, and security informant index where logical.

## 4. Files

When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.

## 5. Utilization

- a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
- b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
- c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
- d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, arrest and service record, if any
  - (2) Details of expected cooperation of individual and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
  - (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
- b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must [certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
- c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.

## 7. Gifts

Gifts should not be given to sources.

## 8. Discontinuance

Advise Bureau of date when source is discontinued and reasons.

## S. PANEL SOURCES

## 1. Definition

See page 3 of this section.

## 2. Background investigation and approval

- a. Check prospective panel source through office indices, canvass logical informants, review appropriate arrest and military records.

- b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)
- 4. Retention of copies of passed material
  - a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
  - b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
  - c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
  - d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.
- 5. Handling money and property received by double agents
  - a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
  - b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
  - c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
  - d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

#### U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

- 1. Use of students
  - a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
  - b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.

[ 2. [Deleted]

- [ 2. Submit quarterly letter (FD-451b) to Bureau by secure teletype system  
[ (NITEL). Quarterly letter should include the following:  
[ a. Name, location and number of subversive groups including identities  
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[ white hate or espionage matters.  
[ b. Symbol numbers of member informants providing coverage who are members  
[ of organizations. If no member informant, attach addendum and explain  
[ why you do not have member informants. Indicate specific action being  
[ taken to develop member informants and date such coverage is antici-  
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[ c. Identities of individuals or groups who have participated in or are  
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  2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
  3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
  4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
  5. In no instance should you permit informant to sign loyalty oath in negative.



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2. Potential security informant  
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent  
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source  
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source  
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

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1. Evaluation of:
  - a. Complainants or other persons interviewed in security matters
  - b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - c. Personal friends and contacts of Bureau employees
  - d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

## [C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

## Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

## R. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
  - c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
  - d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY 000-S.
  - e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, extremist, and criminal informants.

- (4) Separate statements should be prepared for each meeting or separate activity in which informants engage and should be dictated by Agent as if informant were preparing them himself.
  - (5) Information, after being reduced to writing, should be read promptly by informant and acknowledged by affixing his code name on each page. In espionage and foreign nationality matters, such authentication is necessary only where future prosecution is possible.
  - (6) After informant authenticates statement, contacting Agent should prepare cover sheet, form FD-306, which should be stapled to it. Thereafter statement should be handled as written one.
  - (7) Oral information furnished by informant purely of lead value should be included in office memorandum by Agent and should not be initialed by informant or exhibited to him or treated as evidence.
3. Transmission of information
- a. Statements should be personally delivered to contacting Agent by informants when possible. Careful consideration should be given to full security of all such contacts. They should never be mailed to field office or resident agency. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
  - b. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory. More than one informant may send statements to a post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of postal employees.
  - c. Envelope enclosing statement should have return address of another confidential post office box obtained under fictitious name.
  - d. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for extended period of time.
  - e. When informant receives information of vital and immediate interest, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication.
4. Handling of lead information
- a. All lead information obtained from informant must be run out to logical conclusion.
  - b. If there is insufficient information to warrant opening case, tickler card should be prepared to follow informant and take other logical steps to obtain additional identifying data. Restrict tickler cards to information which would warrant investigation if identity established. If no identification is made after reasonable effort, prepare memorandum for informant's subfile.
5. Handling documentary material furnished by informants
- a. Pamphlets and similar documentary material furnished by informants should have placed thereon informant's code name.
  - b. Informant should affix date he received material. If informant cannot recall date of receipt, date he furnished material should be affixed.
  - c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material.
  - d. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items. See section 107K for filing instructions.

## Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
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See page 3 of this section.
2. Assignment of symbols
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## 2. Potential security informant

Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.

## 3. Double agent

Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance

## 4. Confidential source

Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.

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## 1. Evaluation of

a. Complainants or other persons interviewed in security matters

b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty

c. Personal friends and contacts of Bureau employees

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## 1. Check of field office files

## 2. Discreet canvass of logical informants

- b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
- c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:
  - (1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
  - (2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.
  - (4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.
- 3. Administrative handling
  - a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.
  - b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.
  - c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.
  - d. Only Agents designated in particular case should contact panelists.
  - e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.
  - f. A symbol number should be assigned from the time any step is taken to develop an individual as a panel source. Use abbreviation "PS" before symbol number, e.g., PS NY 000-S.
  - g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.
  - h. Advise Bureau of date panel source is discontinued and reasons.

#### T. DOUBLE AGENT OPERATIONS

- 1. Passage of information
  - a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.
  - c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.
- 2. Locating information to pass
 

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.
- 3. Obtaining Bureau authority
 

Bureau authority must be obtained to pass any information in double agent operation except:

  - a. Newspaper or magazine article

- b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)
- 4. Retention of copies of passed material
  - a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
  - b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
  - c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
  - d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.
- 5. Handling money and property received by double agents
  - a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
  - b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
  - c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
  - d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

#### U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

- 1. Use of students
  - a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
  - b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.
- 2. Quarterly letters
  - a. On January 1, April 1, July 1, and October 1, submit quarterly letters on each student and teacher authorized by Bureau for contact as security informant, potential security informant, or other sources (including panel sources). Include following:
    - (1) Specific productivity
    - (2) Specific information furnished not otherwise available from public source material or other office sources off campus
    - (3) Frequency of contact
  - b. Quarterly letters on all [extremist] and security informants or sources should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter:
    - (1) Number of informants, potential informants, and other sources active and under development at each educational institution affected
    - (2) An overall analysis of coverage afforded by campus informants and sources

## [A. DEFINITIONS

1. Security informant  
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant  
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent  
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source  
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source  
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

## [B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
  - a. Complainants or other persons interviewed in security matters
  - b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - c. Personal friends and contacts of Bureau employees
  - d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

## [C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants



## 4. Contacts by Agents

- a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
- b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
- c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
- d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
- e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
- f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
- g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
- h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
- i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
- j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.

## 5. Checking reliability

- a. Reliability of all active informants must be constantly checked.
- b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

## 6. Fingerprints

- a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
- b. If informant refuses, do not force issue.
- c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

- b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
- c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:
  - (1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
  - (2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.
  - (4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

### 3. Administrative handling

- a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.
- b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.
- c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.
- d. Only Agents designated in particular case should contact panelists.
- e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.
- f. Symbol number may be assigned if unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY-000-S.
- g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.
- h. Advise Bureau of date panel source is discontinued and reasons.

### IV. DOUBLE AGENT OPERATIONS

- 1. Passage of information
  - a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.
  - c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.
- 2. Locating information to pass
 

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.
- 3. Obtaining Bureau authority
 

Bureau authority must be obtained to pass any information in double agent operation except:

  - a. Newspaper or magazine article

9. Use of informant by Department - filing correspondence re  
From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.
10. Form FD-238  
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.
11. Bulky material submitted by informant  
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

#### L. PAYMENTS TO INFORMANTS

1. No gifts to informants
  - a. Gifts should not be given to informants.
  - b. Relationship between Agents and informants shall be maintained on businesslike basis.
  - c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority
  - a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to \$400 and totaling not more than \$400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
  - b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
  - c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
  - d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling \$400. Once individual has been paid \$400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."
3. Payments on a regular basis - Bureau authority
  - a. To pay anyone on a regular basis, obtain specific Bureau authorization.
  - b. In requesting this authorization, use form FD-401:
    - (1) Membership  
List current membership and position held in any subversive group.
    - (2) Amount paid for services and expenses  
List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
    - (3) Number of activities and persons on whom coverage is provided  
List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

## [A. DEFINITIONS

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2. Potential security informant  
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent  
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source  
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
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1. Evaluation of
  - a. Complainants or other persons interviewed in security matters
  - b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - c. Personal friends and contacts of Bureau employees
  - d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

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## 4. Contacts by Agents

- a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
- b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
- c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
- d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
- e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
- f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
- g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
- h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
- i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
- j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.

## 5. Checking reliability

- a. Reliability of all active informants must be constantly checked.
- b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

## 6. Fingerprints

- a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
- b. If informant refuses, do not force issue.
- c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

- d. Flash notice is to be placed by field with Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.
- e. When informant is discontinued, retain flash notice for one year. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.
- 7. Control - statement of cooperation
  - a. Close control must be exercised over activities of informants and double agents to obtain maximum results and prevent any possible embarrassment to Bureau.
  - b. Obtain signed statement set out below when feasible and practical. Where it is not practical to secure such signed statement from an informant or double agent, advise Bureau of complete details. SAC and Agent handling informant or double agent should determine appropriate time in informant's operation when statement should be completed.

I, \_\_\_\_\_, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) \_\_\_\_\_

Witnessed: \_\_\_\_\_

- 8. Execution of party questionnaires
 

Informants, particularly in Communist Party, often must execute party questionnaires and in doing so should be instructed to be extremely careful not to jeopardize their position as informants. If necessary, each item in questionnaire should be discussed with informant.
- 9. Informant's activity in organizations
  - a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.
  - b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.
  - c. Changes in organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of motivation behind such changes, but be certain opinions are labeled as such.
  - d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but in such manner as to avoid suspicion.

- (4) Separate statements should be prepared for each meeting or separate activity in which informants engage and should be dictated by Agent as if informant were preparing them himself.
- (5) Information, after being reduced to writing, should be read promptly by informant and acknowledged by affixing his code name on each page. In espionage and foreign nationality matters, such authentication is necessary only where future prosecution is possible.
- (6) After informant authenticates statement, contacting Agent should prepare cover sheet, form FD-306, which should be stapled to it. Thereafter statement should be handled as written one.
- (7) Oral information furnished by informant purely of lead value should be included in office memorandum by Agent and should not be initialed by informant or exhibited to him or treated as evidence.

3. Transmission of information

- a. Statements should be personally delivered to contacting Agent by informants when possible. Careful consideration should be given to full security of all such contacts. They should never be mailed to field office or resident agency. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
- b. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory. More than one informant may send statements to a post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of postal employees.
- c. Envelope enclosing statement should have return address of another confidential post office box obtained under fictitious name.
- d. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for extended period of time.
- e. When informant receives information of vital and immediate interest, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication.

4. Handling of lead information

- a. All lead information obtained from informant must be run out to logical conclusion.
- b. If there is insufficient information to warrant opening case, tickler card should be prepared to follow informant and take other logical steps to obtain additional identifying data. Restrict tickler cards to information which would warrant investigation if identity established. If no identification is made after reasonable effort, prepare memorandum for informant's subfile.

5. Handling documentary material furnished by informants

- a. Pamphlets and similar documentary material furnished by informants should have placed thereon informant's code name.
- b. Informant should affix date he received material. If informant cannot recall date of receipt, date he furnished material should be affixed.
- c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material.
- d. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items. See section 107K for filing instructions..

## [Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

## [R. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. Symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
  - c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
  - d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY-000-S.
  - e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, racial, and criminal informants.



- b. Symbol number index  
This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.
- c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.
- d. Index cards  
Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

Symbol:  
(Informant, potential informant, or confidential source)

File No:

Name:

- e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.
- 2. Index entitled "Informants and Sources in Other Divisions"
  - a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.
  - b. If such index maintained, separate index card is to be prepared on each informant and source included.
  - c. Cards should contain brief background data and identity of Bureau communication showing background data.
  - d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.
- 3. Agents' informative index
  - a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.
  - b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
  - c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.
  - d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.
  - e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.
  - f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.
  - g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.
  - h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.
  - i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

- b. Symbol number index  
This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.
- c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.
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Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

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2. Index entitled "Informants and Sources in Other Divisions"
- a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.
  - b. If such index maintained, separate index card is to be prepared on each informant and source included.
  - c. Cards should contain brief background data and identity of Bureau communication showing background data.
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  - d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.
  - e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.
  - f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.
  - g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.
  - h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.
  - i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

14. Make every effort to prevent discontinued informant from becoming involved in situations which may prove embarrassing to informant or Government. Immediately after he testifies for first time, SAC should have serious talk with informant in presence of Agent who handled informant. This interview should be conducted in field office and informant told that:
- a. He will no longer be operated by Bureau
  - b. Since he is public figure, he will probably be contacted by representatives of press, radio, and television for interviews and appearances
  - c. He may be sought as witness by congressional committees, Immigration and Naturalization Service, and state authorities
  - d. In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish statements, for if he does so he will wind up in serious trouble

Advise Bureau results of such interview and comment on its possible effectiveness.

Be alert to possibilities of former informant being contacted by representatives of publicity media and as witness by congressional committees, INS, and state authorities. SAC is responsible for knowing when former informant is scheduled or is likely to appear at hearing or make public appearance of any kind. Prior thereto in each instance, former informant must be contacted and instructions above reiterated by Agent who handled informant. Emphasize to former informant that he must stick to truth and make certain he can back up what he says, and if there is any deviation he will be subjected to criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as Government witness in case which has not been finally adjudicated and decides in affirmative, he should contact USA for instructions. Advise Bureau of any such situations and results of any interviews conducted.

15. When contacting Agent feels discontinued informant could cause embarrassment to Bureau, make arrangements to have former informant come to field office where he will be personally met by SAC. At that time, he should be impressed with fact that his services were appreciated and were of considerable assistance to security of country and remind him that he signed agreement when he was active as informant to maintain his relation with Bureau on confidential basis. SAC should stress necessity for informant to maintain this confidence.

P. FURNISHING INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS, in order to enforce its responsibilities, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own interests to make available information and witnesses where possible.
3. If contacted by INS inquiring for informants and you have discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to Bureau, together with your recommendation.
4. Bureau will review facts and advise as to whether or not his identity may be disclosed to INS.
5. Before any informant is turned over to INS, obtain his permission.

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## [A. DEFINITIONS

1. Security informant  
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant  
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent  
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source  
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source  
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

## [B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
  - a. Complainants or other persons interviewed in security matters
  - b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - c. Personal friends and contacts of Bureau employees
  - d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

## [C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check of local credit and arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Do not submit on UACB basis. Include physical description.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
  - a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
  - b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
  - c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
  - d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.
  - e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.
3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to Bureau.
4. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.

5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under section 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

#### E. BUREAU POLICY

1. Development of military personnel  
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by Bureau.
2. Contacts by designated Agents  
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant  
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity  
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.

#### F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship  
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background  
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability  
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.



## 4. Contacts by Agents

- a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
- b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
- c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
- d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
- e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
- f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
- g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
- h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
- i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
- j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.

## 5. Checking reliability

- a. Reliability of all active informants must be constantly checked.
- b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

## 6. Fingerprints

- a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
- b. If informant refuses, do not force issue.
- c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

- d. Flash notice is to be placed by field with Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.
  - e. When informant is discontinued, retain flash notice for one year. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.
7. Control - statement of cooperation
- a. Close control must be exercised over activities of informants and double agents to obtain maximum results and prevent any possible embarrassment to Bureau.
  - b. Obtain signed statement set out below when feasible and practical. Where it is not practical to secure such signed statement from an informant or double agent, advise Bureau of complete details. SAC and Agent handling informant or double agent should determine appropriate time in informant's operation when statement should be completed.

I, \_\_\_\_\_, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) \_\_\_\_\_

Witnessed: \_\_\_\_\_

8. Execution of party questionnaires
- Informants, particularly in Communist Party, often must execute party questionnaires and in doing so should be instructed to be extremely careful not to jeopardize their position as informants. If necessary, each item in questionnaire should be discussed with informant.
9. Informant's activity in organizations
- a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.
  - b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.
  - c. Changes in organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of motivation behind such changes, but be certain opinions are labeled as such.
  - d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but in such manner as to avoid suspicion.

10. Transfer of informants to other areas
  - a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
  - b. Keep in mind overall coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, encourage him to do so in order to provide wider coverage for Bureau's work.
11. Action by informant when uncovered
  - a. If informant is uncovered by subversive elements, instruct him to defend himself vigorously and demand proof of his informant activity.
  - b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse issue to point where his services may not be lost.
  - c. In some cases it may be necessary for informant to acquiesce to charges of deviation from strict discipline of organization involved, and thus cast off suspicion.
12. Requests of informant to help defend others
  - a. If requested by Communist Party, or other interested parties to assist in preparation of defense in subversive-type cases or handle assignment where such information is readily available, informant should tactfully decline.
  - b. Such requests should be reported immediately to contacting Agent and made matter of record.
  - c. If informant cannot avoid becoming involved, instruct him not to report any information pertaining to defense plans or strategy.
  - d. Promptly report any such incident to Bureau.
13. Preparation for testifying

Contacting Agent must condition informant to fact that someday knowledge he possesses may be needed as evidence in court. Psychologically prepare informant for fact that he may at future date be called upon to testify to information he has furnished on security matters. Proper indoctrination of informant is essential as Bureau must provide witnesses whenever Department initiates prosecutions in security cases.

#### G. INFORMANTS' INFORMATION

1. General instructions re oral and written information
  - a. These instructions apply to security informants, potential security informants, panel sources, security confidential sources, and security sources of information.
  - b. Specific instructions must be given to informants concerning preparation of statements containing their information.
  - c. They should be submitted as quickly as possible after meeting or activity.
  - d. Written statements should be submitted when possible. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
  - e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
  - f. All information furnished by informants must be promptly reviewed, recorded, indexed, evaluated, channeled, and all necessary action taken. Form FD-306 may be used in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelizing and staple one copy to each copy of informant's statement being channeled. Channelization should be noted on original FD-306 and on all copies. When informant's statement contains references to large number of individuals and/or organizations, and exceeds two pages, consider channelizing to substantive case file only those portions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's sub-file. This procedure should be employed unless logical reason dictates otherwise.

g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

2. Recording written and oral information

a. Written by informant

- (1) May be in handwriting or hand printing of informant or typed.
- (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
- (3) Prepare on paper devoid of any Bureau markings or identification.
- (4) Date when informant prepares statement should be placed at top of statement.
- (5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.
- (6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.
- (7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.
- (8) Agents' names should never appear on any page.
- (9) Informant should refer to himself in body of statement by his true name and use third person.
- (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.
- (11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.
- (12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:
  - (a) Any reference concerning Director and Bureau
  - (b) References to other documents and statements submitted by informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be furnished orally by informant and recorded in memorandum form for informant file.

b. Furnished orally by informant

- (1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with making of oral statement by informant to Agent. Leave out following items:
  - (a) Any reference concerning Director and Bureau
  - (b) References to other documents and statements submitted by informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be recorded in memorandum for informant file.

- (2) Prepare on paper devoid of Bureau markings or identification.
- (3) Date at top with date informant furnished information. No other date is desired except date of meeting or activity described in body of statement.

- (4) Separate statements should be prepared for each meeting or separate activity in which informants engage and should be dictated by Agent as if informant were preparing them himself.
  - (5) Information, after being reduced to writing, should be read promptly by informant and acknowledged by affixing his code name on each page. In espionage and foreign nationality matters, such authentication is necessary only where future prosecution is possible.
  - (6) After informant authenticates statement, contacting Agent should prepare cover sheet, form FD-306, which should be stapled to it. Thereafter statement should be handled as written one.
  - (7) Oral information furnished by informant purely of lead value should be included in office memorandum by Agent and should not be initialed by informant or exhibited to him or treated as evidence.
3. Transmission of information
- a. Statements should be personally delivered to contacting Agent by informants when possible. Careful consideration should be given to full security of all such contacts. They should never be mailed to field office or resident agency. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
  - b. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory. More than one informant may send statements to a post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of postal employees.
  - c. Envelope enclosing statement should have return address of another confidential post office box obtained under fictitious name.
  - d. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for extended period of time.
  - e. When informant receives information of vital and immediate interest, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication.
4. Handling of lead information
- a. All lead information obtained from informant must be run out to logical conclusion.
  - b. If there is insufficient information to warrant opening case, tickler card should be prepared to follow informant and take other logical steps to obtain additional identifying data. Restrict tickler cards to information which would warrant investigation if identity established. If no identification is made after reasonable effort, prepare memorandum for informant's subfile.
5. Handling documentary material furnished by informants
- a. Pamphlets and similar documentary material furnished by informants should have placed thereon informant's code name.
  - b. Informant should affix date he received material. If informant cannot recall date of receipt, date he furnished material should be affixed.
  - c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material.
  - d. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items. See section 107K for filing instructions.

## [H. SYMBOLS

## [ 1. Assigning numbers

- [ a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
- [ b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant use of such designations.
- [ c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
- [ d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
- [ e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "OS" for confidential source.
- [ f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to racial, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY-000-S to NY-000-C or to NY-000-R).

## [ 2. Communications - use of symbols

- [ a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
- [ b. In all communications after initial letter, Bureau and field office file numbers for informant must be set forth.
- [ c. In communications between offices, follow same procedure.
- [ d. Informants and sources entering another division
  - [ (1) Active informants and sources entering another division on temporary basis should be referred to in initial letter to interested office by true name and symbol number if necessary for other division to know identity. Office receiving such letter should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
  - [ (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
  - [ (3) If informant is transferred to another office and remains active, his identity must still be protected.
- [ e. In communications concerning potential security informant when a symbol number is not assigned, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
- [ f. In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

## [I. INDEXING

[ True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential Security Informant" shall not appear.

## [J. INDICES

## [ 1. Alphabetical name index and symbol number index

[ Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice

## [ a. Alphabetical name index

[ In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.

- b. Symbol number index  
This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.
- c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.
- d. Index cards  
Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

Symbol:  
(Informant, potential informant, or confidential source)

File No:

Name:

- e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.
2. Index entitled "Informants and Sources in Other Divisions"
- a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.
  - b. If such index maintained, separate index card is to be prepared on each informant and source included.
  - c. Cards should contain brief background data and identity of Bureau communication showing background data.
  - d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.
3. Agents' informative index
- a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.
  - b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
  - c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.
  - d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.
  - e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.
  - f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.
  - g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.
  - h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.
  - i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

## [K. INFORMANT FILES

1. Opening
  - a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
  - b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development. In espionage and foreign nationality matters, existing file may be used if this is practical.
  - c. Maintain individual files on all active informants as pending active files.
2. Monthly administrative report  
Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.
3. Assignment and tickler cards  
Maintain assignment and tickler cards, but do not show true name of informant on such cards.
4. Subfiles
  - a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where subfile is necessary only in those instances involving possible prosecution. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
  - b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization  
Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.
6. Channelizing memoranda - destruction of  
See Manual of Rules and Regulations.
7. Correspondence  
Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.
8. Maintenance of files
  - a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
  - b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
  - c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
  - d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.



9. Use of informant by Department - filing correspondence re  
From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.
10. Form FD-238  
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.
11. Bulky material submitted by informant  
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of Form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

#### L. PAYMENTS TO INFORMANTS

1. No gifts to informants
  - a. Gifts should not be given to informants.
  - b. Relationship between Agents and informants shall be maintained on businesslike basis.
  - c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority
  - a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to \$400 and totaling not more than \$400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
  - b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
  - c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
  - d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling \$400. Once individual has been paid \$400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."
3. Payments on a regular basis - Bureau authority
  - a. To pay anyone on a regular basis, obtain specific Bureau authorization.
  - b. In requesting this authorization, use form FD-401:
    - (1) Membership  
List current membership and position held in any subversive group.
    - (2) Amount paid for services and expenses  
List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
    - (3) Number of activities and persons on whom coverage is provided  
List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

- (4) Number of statements submitted  
Combine total number of oral and written statements submitted and show only total number.
  - (5) Stability and reliability  
Check positive box if informant is considered stable and reliable. If not or if there are any personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or any other similar problems presented by informant, check negative box and explain under "Miscellaneous."
  - (6) Indoctrination against disclosure  
If informant has been indoctrinated against disclosure, check positive box.
  - (7) Percentage of information verified  
Show percentage of information furnished by informant which has been verified through other sources.
  - (8) All necessary action taken on information furnished  
If all action has been taken, check positive box. If not, check negative box and explain under "Miscellaneous."
  - (9) Summary of information furnished  
This summary should be concise, highlighting more pertinent information furnished by informant. Do not attempt to summarize all information furnished by informant.
  - (10) Miscellaneous  
Furnish any change in informant's residence and employment, steps being taken to advance informant, and any other pertinent information which should be brought to Bureau's attention. Include statement that source has been advised that all payments of money made to him for services rendered must be declared as income on his tax return and has agreed to do so.
- c. When payment to informant has been authorized for definite period of time, advise Bureau at least two weeks in advance of expiration of period as to whether services of informant are to be continued.
  - d. Every six months submit FD-401 to Bureau requesting continuation of payments. Follow instructions set forth in item 3b, above.
  - e. Submit letters requesting authority to continue (increase, decrease) payments to an informant in duplicate except that copy should consist only of first page of letter. When payments are approved, single-page copy will be stamped "Approved" at Bureau and returned. If recommendation is not approved, field will be advised by separate communication.
  - f. When payments are authorized by Bureau, it is personal responsibility of each SAC definitely to assure that full value is being received.
  - g. Discontinuance of payments  
If at any time it appears information being produced by informant is not commensurate with payments made to him, immediately discontinue payments or adjust accordingly and promptly advise Bureau.
  - h. If any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.
4. Six-month evaluation of informants not paid on Bureau authority  
If informant is not being paid on Bureau authorization, FD-401 must be transmitted to Bureau every six months after date of designation containing same information set out in item 3b, above, except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases, comment is necessary regarding only applicable items.
  5. Receipts  
When payments are made either on SAC authority or prior Bureau approval, obtain receipts in every instance in which it is possible to do so. If receipt cannot be obtained for particular payment, set forth complete circumstances on blue slip at time reimbursement is claimed.

- a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on receipts, they must be initialed by informant and not by Agent.
  - e. When transmitting receipts and itemized statements of expenses to Bureau, staple them directly to blue slip, leaving margin of one to one and one-half inches at top to avoid contact with Acco fastener punch. Place staples so that date or other data appearing on receipt will not be mutilated and all information on receipt can be easily read without detaching it from blue slip.
6. Income tax returns
- a. Advise informants who receive compensation for their services to Bureau that such compensation must be reported as income when filing an income tax return.
  - b. Bureau income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - c. If informant is self-employed and files schedule C as self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with Bureau.
  - d. If informant cannot report payments received from Bureau for services without jeopardizing his security as informant, such payments will be subject to 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.
  - e. When informant or former informant is initially considered as potential witness in Bureau case, determine whether he paid Federal and state taxes on income he received from Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling situation.
7. Stipulation re payments made to witnesses
- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, Bureau must furnish Department set of photostats of original receipts signed by prospective witnesses. Original receipts and set of photostats will be transmitted to field office in whose territory trial will take place. Office handling prosecution must determine from Government attorney which individuals are to be used as witnesses. Thereafter office should furnish and/or cause other appropriate offices to furnish to Bureau following information:

14. Make every effort to prevent discontinued informant from becoming involved in situations which may prove embarrassing to informant or Government. Immediately after he testifies for first time, SAC should have serious talk with informant in presence of Agent who handled informant. This interview should be conducted in field office and informant told that:
- a. He will no longer be operated by Bureau
  - b. Since he is public figure, he will probably be contacted by representatives of press, radio, and television for interviews and appearances
  - c. He may be sought as witness by congressional committees, Immigration and Naturalization Service, and state authorities
  - d. In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish statements, for if he does so he will wind up in serious trouble

Advise Bureau results of such interview and comment on its possible effectiveness.

Be alert to possibilities of former informant being contacted by representatives of publicity media and as witness by congressional committees, INS, and state authorities. SAC is responsible for knowing when former informant is scheduled or is likely to appear at hearing or make public appearance of any kind. Prior thereto in each instance, former informant must be contacted and instructions above reiterated by Agent who handled informant. Emphasize to former informant that he must stick to truth and make certain he can back up what he says, and if there is any deviation he will be subjected to criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as Government witness in case which has not been finally adjudicated and decides in affirmative, he should contact USA for instructions. Advise Bureau of any such situations and results of any interviews conducted.

15. When contacting Agent feels discontinued informant could cause embarrassment to Bureau, make arrangements to have former informant come to field office where he will be personally met by SAC. At that time, he should be impressed with fact that his services were appreciated and were of considerable assistance to security of country and remind him that he signed agreement when he was active as informant to maintain his relation with Bureau on confidential basis. SAC should stress necessity for informant to maintain this confidence.

P. FURNISHING INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS, in order to enforce its responsibilities, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own interests to make available information and witnesses where possible.
3. If contacted by INS inquiring for informants and you have discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to Bureau, together with your recommendation.
4. Bureau will review facts and advise as to whether or not his identity may be disclosed to INS.
5. Before any informant is turned over to INS, obtain his permission.

## [0. DISCONTINUED INFORMANTS

- [1. When services of informant are discontinued, mark name card "cancelled."  
[ Destroy symbol card. Never destroy name card.
- [2. Refile name card in numerical order by symbol number in symbol number  
[ index. If discontinued informant, potential informant, or confidential  
[ source to whom symbol number was once assigned later is reactivated,  
[ remove name card from symbol number index, mark it reactivated with ap-  
[ propriate date, note type of information he will now be furnishing, and  
[ refile it alphabetically in name card section of index.
- [3. When potential informant or confidential source is discontinued and  
[ permanent symbol has not been assigned, destroy alphabetical index card.
- [4. Advise Bureau of date when potential informant or informant is discontinued  
[ and reason therefor. Advise Bureau as to whether or not informant is  
[ willing to testify in open court or before administrative hearing boards.  
[ Identity of all cases of security of Government employees type in which  
[ informant has furnished information must be ascertained and Bureau advised  
[ in compliance with section 19, volume II, of this manual.
- [5. Review informant's file to determine if correspondence between Bureau and  
[ field relating to Department's interest in using informant as witness is  
[ contained therein. In those cases in which Department has indicated de-  
[ sire to consider informant when he becomes available, advise Bureau in  
[ each such substantive case, except when it is obvious statute of limita-  
[ tions has run or case has been adjudicated. This exception does not apply  
[ to security of Government employees cases. When above action is completed,  
[ advise Bureau.
- [6. Statement shall also be made to effect that measures to control informants,  
[ set out in item 7, below, have been considered and recommendations shall  
[ be made when it appears such are warranted.
- [7. When services of informant are discontinued, maintain close contact with  
[ him so that informant will look to Bureau for counsel prior to taking any  
[ action against Bureau's best interests. Determine whether he has plans  
[ for writing book, magazine or newspaper article, or otherwise publicizing  
[ his activity. If so, impress him with desirability of coming to Bureau  
[ for assistance and guidance. If informant insists on engaging in such  
[ activities, Bureau will consider placing him in contact with reliable  
[ publisher, but it must be made clear to informant that Bureau will not  
[ sponsor or endorse any book or publication which he elects to write.
- [8. All payments to discontinued informants and confidential sources must be  
[ made on strict c.o.d. basis. Obtain Bureau authority before making such  
[ payments. Submit complete details as to information furnished by dis-  
[ continued informant or source in past and what is to be expected of  
[ informant or source in future.
- [9. Once informant is exposed in any manner whatsoever, do not carry him as  
[ a concealed source in reports or memoranda. His true name is to be set  
[ forth, together with descriptive data.
- [10. When office receives information concerning, or obtains information from,  
[ an ex-informant, copies of memoranda prepared must be furnished to office  
[ which originally handled informant so that file will be as complete as  
[ possible.
- [11. When informant has been discontinued for cause, such as unreliability,  
[ do not contact him in future for information. If he furnishes information  
[ it should be accepted, but in setting out information in reports or com-  
[ munications use individual's true name, together with appropriate descrip-  
[ tion of his reliability.
- [12. Remove flash notice.
- [13. Avoid repeated use of discontinued informant as witness at security trials  
[ and hearings. Make all-out effort to develop witnesses who can furnish  
[ same testimony. Advise Bureau of any indication by Government attorneys  
[ that informant-witness who has previously testified will be called upon  
[ for testimony at subsequent trial or hearing and furnish comments concerning  
[ possibility of supplanting testimony of individual involved. Submit under  
[ appropriate case character.

- (1) Correct, full name
- (2) All aliases, code names, and symbol numbers
- (3) First date of contact by your office
- (4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
- (5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
- (6) Listing of any advances, refunds, and outstanding balances of advances
- (7) Date of last contact by your office
- (8) Whether individual has been contacted by any other office
- b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.
- c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.
- d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.
8. Receipt of unemployment compensation
  - a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.
  - b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

M. ANNUAL LETTER

1. Submit annual letter to Bureau including following:
  - a. Symbol numbers of all informants and confidential sources being paid under Bureau authority (not SAC authority) for services or expenses. If confidential source has no symbol number, list name.
  - b. Symbol numbers of all informants not paid under Bureau authority
  - c. Comment concerning present informant coverage of office, together with information concerning actions being taken to improve coverage
  - d. List under "Headquarters City" and each resident agency all subversive organizations broken down into each division, such as clubs, committees, and chapters.

Under each unit show approximate membership and symbol numbers and positions of informants affording coverage. Where no informant coverage exists or is provided by sources who are not members, so indicate.

Include any additional pertinent information that may be helpful in overall evaluation, such as informants in other divisions who are occasionally used and highly placed informants who furnish area-wide, national, or international information.

2. Listed below are dates annual letters are to be submitted by respective offices:

<u>Office</u>	<u>Dates</u>
Albany, Albuquerque, Alexandria,	
Anchorage	January 15
Atlanta, Baltimore, Birmingham	January 31
Boston, Buffalo, Butte	February 15
Charlotte	February 28
Chicago	January 31
Cincinnati, Cleveland	February 28
Columbia, Dallas, Denver	March 15
Detroit, El Paso	March 31
Honolulu, Houston	April 15
Indianapolis, Jackson	April 30
Jacksonville, Kansas City	May 15
Knoxville, Las Vegas	May 31
Little Rock	June 15
Los Angeles	February 28
Louisville	June 15
Memphis, Miami	June 30
Milwaukee	March 31
Minneapolis	April 30
Mobile	July 15
Newark	May 31
New Haven	July 15
New Orleans	July 31
New York	September 30
Norfolk	July 31
Oklahoma City, Omaha	August 15
Philadelphia, Phoenix	August 31
Pittsburgh, Portland	September 15
Richmond, Sacramento	September 30
St. Louis, Salt Lake City	October 15
San Antonio, San Diego, San Francisco	October 31
San Juan, Savannah, Seattle	November 15
Springfield, Tampa, Washington, D. C.	November 30

#### N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
5. In no instance should you permit informant to sign loyalty oath in negative.

## [0. DISCONTINUED INFORMANTS

- [1. When services of informant are discontinued, mark name card "cancelled." Destroy symbol card. Never destroy name card.
- [2. Refile name card in numerical order by symbol number in symbol number index. If discontinued informant, potential informant, or confidential source to whom symbol number was once assigned later is reactivated, remove name card from symbol number index, mark it reactivated with appropriate date, note type of information he will now be furnishing, and refile it alphabetically in name card section of index.
- [3. When potential informant or confidential source is discontinued and permanent symbol has not been assigned, destroy alphabetical index card.
- [4. Advise Bureau of date when potential informant or informant is discontinued and reason therefor. Advise Bureau as to whether or not informant is willing to testify in open court or before administrative hearing boards. Identity of all cases of security of Government employees type in which informant has furnished information must be ascertained and Bureau advised in compliance with section 19, volume II, of this manual.
- [5. Review informant's file to determine if correspondence between Bureau and field relating to Department's interest in using informant as witness is contained therein. In those cases in which Department has indicated desire to consider informant when he becomes available, advise Bureau in each such substantive case, except when it is obvious statute of limitations has run or case has been adjudicated. This exception does not apply to security of Government employees cases. When above action is completed, advise Bureau.
- [6. Statement shall also be made to effect that measures to control informants, set out in item 7, below, have been considered and recommendations shall be made when it appears such are warranted.
- [7. When services of informant are discontinued, maintain close contact with him so that informant will look to Bureau for counsel prior to taking any action against Bureau's best interests. Determine whether he has plans for writing book, magazine or newspaper article, or otherwise publicizing his activity. If so, impress him with desirability of coming to Bureau for assistance and guidance. If informant insists on engaging in such activities, Bureau will consider placing him in contact with reliable publisher, but it must be made clear to informant that Bureau will not sponsor or endorse any book or publication which he elects to write.
- [8. All payments to discontinued informants and confidential sources must be made on strict c.o.d. basis. Obtain Bureau authority before making such payments. Submit complete details as to information furnished by discontinued informant or source in past and what is to be expected of informant or source in future.
- [9. Once informant is exposed in any manner whatsoever, do not carry him as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.
- [10. When office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to office which originally handled informant so that file will be as complete as possible.
- [11. When informant has been discontinued for cause, such as unreliability, do not contact him in future for information. If he furnishes information it should be accepted, but in setting out information in reports or communications use individual's true name, together with appropriate description of his reliability.
- [12. Remove flash notice.
- [13. Avoid repeated use of discontinued informant as witness at security trials and hearings. Make all-out effort to develop witnesses who can furnish same testimony. Advise Bureau of any indication by Government attorneys that informant-witness who has previously testified will be called upon for testimony at subsequent trial or hearing and furnish comments concerning possibility of supplanting testimony of individual involved. Submit under appropriate case character.



14. Make every effort to prevent discontinued informant from becoming involved in situations which may prove embarrassing to informant or Government. Immediately after he testifies for first time, SAC should have serious talk with informant in presence of Agent who handled informant. This interview should be conducted in field office and informant told that:
- a. He will no longer be operated by Bureau
  - b. Since he is public figure, he will probably be contacted by representatives of press, radio, and television for interviews and appearances
  - c. He may be sought as witness by congressional committees, Immigration and Naturalization Service, and state authorities
  - d. In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish statements, for if he does so he will wind up in serious trouble

Advise Bureau results of such interview and comment on its possible effectiveness.

Be alert to possibilities of former informant being contacted by representatives of publicity media and as witness by congressional committees, INS, and state authorities. SAC is responsible for knowing when former informant is scheduled or is likely to appear at hearing or make public appearance of any kind. Prior thereto in each instance, former informant must be contacted and instructions above reiterated by Agent who handled informant. Emphasize to former informant that he must stick to truth and make certain he can back up what he says, and if there is any deviation he will be subjected to criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as Government witness in case which has not been finally adjudicated and decides in affirmative, he should contact USA for instructions. Advise Bureau of any such situations and results of any interviews conducted.

15. When contacting Agent feels discontinued informant could cause embarrassment to Bureau, make arrangements to have former informant come to field office where he will be personally met by SAC. At that time, he should be impressed with fact that his services were appreciated and were of considerable assistance to security of country and remind him that he signed agreement when he was active as informant to maintain his relation with Bureau on confidential basis. SAC should stress necessity for informant to maintain this confidence.

P. FURNISHING INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS, in order to enforce its responsibilities, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own interests to make available information and witnesses where possible.
3. If contacted by INS inquiring for informants and you have discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to Bureau, together with your recommendation.
4. Bureau will review facts and advise as to whether or not his identity may be disclosed to INS.
5. Before any informant is turned over to INS, obtain his permission.

## [Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

## [R. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. Symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
  - c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
  - d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY-000-S.
  - e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, racial, and criminal informants.

## 3. Index

- a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, racial informant, or security informant index, depending on type information furnished.
- b. Duplicate confidential source cards may be maintained with criminal informant, racial informant, and security informant index where logical.

## 4. Files

When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.

## 5. Utilization

- a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
- b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
- c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
- d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of expected cooperation of individual and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
  - (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
- b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must dictate memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.
- c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.

## 7. Gifts

Gifts should not be given to sources.

## 8. Discontinuance

Advise Bureau of date when source is discontinued and reasons.

## [S. PANEL SOURCES

## 1. Definition

See page 3 of this section.

## 2. Background investigation and approval

- a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records.

- b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
- c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:
  - (1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
  - (2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.
  - (4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

### 3. Administrative handling

- a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.
- b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.
- c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.
- d. Only Agents designated in particular case should contact panelists.
- e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.
- f. Symbol number may be assigned if unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY-000-S.
- g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.
- h. Advise Bureau of date panel source is discontinued and reasons.

### IV. DOUBLE AGENT OPERATIONS

- 1. Passage of information
  - a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.
  - c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.
- 2. Locating information to pass
 

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.
- 3. Obtaining Bureau authority
 

Bureau authority must be obtained to pass any information in double agent operation except:

  - a. Newspaper or magazine article

- b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)
- 4. Retention of copies of passed material
  - a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
  - b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
  - c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
  - d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.
- 5. Handling money and property received by double agents
  - a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
  - b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
  - c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
  - d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

#### U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

- 1. Use of students
  - a. Students under age of 21 years are not to be developed as security informants or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
  - b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.
- 2. Quarterly letters
  - a. On January 1, April 1, July 1, and October 1, submit quarterly letters on each student and teacher authorized by Bureau for contact as security informant, potential security informant, or other sources (including panel sources). Include following:
    - (1) Specific productivity
    - (2) Specific information furnished not otherwise available from public source material or other office sources off campus
    - (3) Frequency of contact
  - b. Quarterly letters on all racial and security informants or sources should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter:
    - (1) Number of informants, potential informants, and other sources active and under development at each educational institution affected
    - (2) An overall analysis of coverage afforded by campus informants and sources

## [ 3. Responsibility for well-planned coverage

[ Each office must have continuous and well-planned program to obtain  
[ necessary coverage at institutions of learning so that Bureau can fulfill  
[ its obligations. Care with which this must be done in no way lessens  
[ responsibility of each field office to have proper coverage.

[V. CLASSIFICATION - 134

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## A. DEFINITION

## 1. Security informant

Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal, that he is able to obtain and does provide current information of value; [or furnish pertinent foreign intelligence data of value on a regular basis.]

## 2. Potential security informant

Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, [or is in a position to secure pertinent foreign intelligence data,] and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.

## 3. Double agent

A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.

## 4. Confidential source

An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

## B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. Assistance in obtaining potential informants, the following is suggested:

## 1. Evaluation of

- a. Complainants in security matters
- b. Persons interviewed in connection with security cases
- c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
- d. Bureau applicants as possible informants
- e. Personal friends and contacts of Special Agents and other Bureau employees
- f. Sources of information, confidential sources, and contacts on continuous basis

## 2. Review of closed security files on individuals

## 3. Review of reserve index

## 4. Ascertain possibilities of reactivating former confidential informants.

## 5. Deleted

## 6. Review factionalism section of file on Communist Party, USA.

## 7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.

## 8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

A. DEFINITIONS

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2. Potential security informant  
Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. in behalf of foreign principal or can become closely associated therewith, or is in a position to secure pertinent foreign intelligence data, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.
3. Double agent  
A special type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.
4. Confidential source  
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of the Bureau but merely obtain and furnish information readily available to them.
5. Panel source  
An individual who is not involved in a subversive group but who will attend public gatherings in behalf of the FBI for intelligence purposes or as a potential witness]

B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Examination of
  - a. Complainants in security matters
  - b. Persons interviewed in connection with security cases
  - c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - d. Bureau applicants as possible informants
  - e. Personal friends and contacts of Special Agents and other Bureau employees
  - f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Deleted
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

9. Investigation of Communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in U. S.
19. Individuals who because of background, employment, or social status are in position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

#### INTERVIEWS WITH AND DEVELOPMENT OF BACKGROUND ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When a decision is made to consider a particular individual for informant purposes, background investigation must be conducted. Extensive background investigation should not be conducted, however, until the individual has been interviewed and it has been determined he is willing to assist the Bureau. Obtain prior Bureau authority to interview whenever the restrictions imposed in section 87D, item 6b, (7), volume III, and section 105K, item 6b, (9), volume IV, relative to interviews apply. Background investigation should consist of the following:

1. Check of field office files for derogatory information
2. Discreet canvass of logical informants to ascertain if the individual is known to them
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the individual can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the individual is not sufficient; his background must be established by the investigation, including discreet inquiries among persons who are personally acquainted with him.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-165 form which should be transmitted to the Identification Division to obtain any record he may have and to place a stop against his fingerprints if they are on file.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

8. Persons being considered for use in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and dereco program, section 105K, 6b and 6h, volume IV, of this manual.) However, where practical the above items should be considered.
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, or designate an individual as a potential security informant.

#### D. APPROVAL, INDOCTRINATION, DEVELOPMENT, AND CONTROL OF POTENTIAL SECURITY INFORMANTS

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to designate individual as a Bureau-approved potential security informant and to proceed with his development. Do not submit on a UACB basis. Include a physical description.
- [2.] After designation as a Bureau-approved potential security informant, the following matters should be made clear to him:
  - a. His assistance is strictly voluntary and he is to understand that there is no coercion or intimidation involved.
  - b. He is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon him.
  - c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain the confidence, he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and by so doing the Bureau's investigative activity may be jeopardized. If he has a special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and an appropriate recommendation made to the Bureau. The special circumstances will be taken into consideration by the Bureau and you will be advised accordingly.
  - d. If the potential informant is connected in any manner with a labor union, inform him that the Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on the infiltration of labor unions by subversive elements.
  - e. If the potential informant is a student, teacher, or has similar relations with a school, college, or university, in the initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.
- [3.] Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
- [4.] Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.
- [5.] Advise Bureau of progress being made at least every[six]months. Letters concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis, should contain informative summary of information furnished during past[six]months, and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These letters should follow the form indicated under section 107N, 3b, but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.

- [ [6.] Past records of contacts with potential informants so that the cases will not become delinquent.
- [ [7.] During contacts with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.
- [ [8.] During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider taking the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.
- [ [9.] From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.
- [ [10.] When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; in individual's background must also be thoroughly reviewed at this time, keeping in mind possibility of using informant as a witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.

#### E. BUREAU POLICY

1. Development of military personnel  
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.
2. Contacts by designated Agents  
Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated to contact him.
3. Divulging information to informant  
No information should be divulged to a potential informant or an informant concerning any of the Bureau's investigative activity other than that which is essential to his proper operation.

- h. Any arrangements for paying informant or personally contacting him must be specific and no doubt should be left in the minds of either the Agent or informant as to the methods of payment, amount, place, and time.
  - i. Informants should be instructed to use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants the [nonpublished] office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
  - j. Positive information received from informant should be the subject of a written statement by informant or a memorandum prepared by contacting Agent to be placed in the informant's subfile and appropriately channeled.
  - k. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
  - l. The dates of negative contacts and file numbers of the cases involved must appear in informant's administrative file. Where a file has more than one subject, the name of the subject under inquiry should also be noted. Do not set forth title of the case involved on the form.
  - m. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
  - n. Alternate Agent should be designated for contacts with informant and former should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent in absence of Agent to whom informant is assigned.
5. Checking reliability
- a. Reliability of informants must be constantly checked.
  - b. Consideration should be given to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
  - c. Checks on reliability must be constantly reviewed during time informant is active.
6. Fingerprints
- a. After informant has been developed and unless some reason to the contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
  - b. If informant refuses, do not force the issue.
  - c. Informant's fingerprints, when obtained, should be forwarded as enclosure to FD-165 using applicant-type fingerprint card, form FD-258. This card should be properly executed showing subject's complete description, including date and place of birth. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.
  - d. A flash notice is to be placed by the field in the files of the Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.
  - e. When informant is discontinued, retain flash notice for one year following discontinuance. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.
7. Control - statement of cooperation
- a. Close control must be exercised over activities of informants and double agents in order to obtain maximum results in security cases and to prevent any possible embarrassment to Bureau.

## G. INFORMANTS' INFORMATION

1. General instructions re oral and written information
  - a. Instructions regarding preparation, submission, and handling of information received from informants apply not only to security informants but also to potential security informants, panel sources, security confidential sources, and security sources of information.
  - b. Specific instructions and guidance must be given to informants concerning preparation of statements containing their information.
  - c. They should be submitted as quickly as possible after a meeting or activity.
  - d. Written statements should be submitted whenever possible, but if such cannot be done information may be provided orally. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
  - e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
  - f. All information furnished by informants orally or in writing must be promptly reviewed, recorded, indexed, evaluated, channeled, and all necessary action taken. Form FD-306 may be used in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for [channelization] and staple one copy to each copy of the informant's statement being channeled. Channelization should be noted on original FD-306 and on all copies.
  - g. Prior to any prosecution or administrative hearing, advise the trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. The trial attorney will then be prepared in the event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.
  - h. See subsection H for instructions regarding filing informant statements.
2. Recording written and oral information
  - a. Written by informant
    - (1) May be in handwriting or hand printing of informant or typed.
    - (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep notes or copies.
    - (3) Prepare on paper devoid of any Bureau markings or identification.
    - (4) Date when informant prepares statement should be placed at the top of it.
    - (5) All information obtained by informants regarding each meeting or each separate activity in which they engage should be submitted in one statement whether the information is of evidentiary or intelligence value.



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  - e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
  - f. All information furnished by informants orally or in writing must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies. [In those instances in which informant's statement contains references to a large number of individuals and/or organizations, and statement exceeds two pages in length, consideration should be given to channelizing to a substantive case file only those portions of statement which apply to particular individual or organization. Of course, entire informant's statement should be filed in informant's subfile. This procedure should save filing space, time of reviewing files, and should be employed unless a logical reason dictates otherwise.]
  - g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.
  - h. See subsection M for instructions regarding filing informant statements.
2. Recording written and oral information
  - a. Written by informant
    - (1) May be in handwriting or hand printing of informant or typed.
    - (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
    - (3) Prepare on paper devoid of any Bureau markings or identification.
    - (4) Date when informant prepares statement should be placed at the top of it.
    - (5) All information obtained by informants regarding each meeting or each separate activity in which they engage should be submitted in one statement whether the information is of evidentiary or intelligence value.

## 4. Subfiles

- a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in the subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
- b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

## 5. Channelization

Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."

## 6. Channelizing memoranda - destruction of

For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.

## 7. Dissemination of information

Information submitted by informants, potential informant, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.

## 8. Disclosure

Evidence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

## 9. Maintenance of files

- a. All symbol number informant files, [pending and closed,] shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, [or responsible employee designated by the SAC.]
- b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
- c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
- d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

## 10. Use of informant by Department - filing correspondence re

From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each particular informant and place the summary in the appropriate informant's file.

## 11. Form FD-238

Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or an index to show where in the file particular data can be found. This form is to be kept as the top

## 4. Subfiles

- a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign disloyalty matters where subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
- b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

## 5. Channelization

Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies.

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Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.

## 8. Correspondence

Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

## 9. Maintenance of files

- a. All symbol number informant files, pending and closed, shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, or responsible employee designated by the SAC.
- b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
- c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
- d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

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document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant

Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants

- a. Gifts should not be given to informants since such actions might be misconstrued.
- b. Relationship between Agents and informants shall be maintained on a businesslike basis.
- c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. SAC authority to pay informants

- a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to \$400 and totaling not more than \$400 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
- b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
- c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
- d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling \$400.

3. Payments on continuing basis - Bureau authority

- a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
- b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)
  - (1) Recommendation
 

(Use following wording as nearly as possible:  
 "I recommend that authority be granted to  
 continue (increase, decrease) payments to the  
 above informant up to \$\_\_\_\_ (amount) per \_\_\_\_ (month, week)  
 for services, plus up to \$\_\_\_\_ (amount) per \_\_\_\_ (month, week)  
 for expenses actually incurred for a period of \_\_\_\_ months,  
 effective \_\_\_\_ (date).")

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

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2. SAC authority to pay informants

[For instructions regarding payments under SAC authority, refer to section 130G, item 1, of this manual since comparable instructions apply to security informants and sources as those set forth for racial informants and sources.]

3. Payments on continuing basis - Bureau authority

- a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
- b. In requesting authorization for payments, a justification must be furnished Bureau. For this purpose, use form FD-401 and execute in accordance with instructions for racial informants and sources contained in section 130G, item 2b, of this manual. Justification for payments, of course, is based on activity of informant, potential informant, or source in matters having primarily a security rather than racial interest. In espionage and foreign nationality matters use subheadings, where applicable.]

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- (2) Residence and employment (If no change since last justification letter, merely state "no change.")
- (3) Current membership and position held in subversive organizations
- (4) Summary of information furnished and/or services rendered during pertinent period. [Information and/or services available only from the informant must be specifically identified. (If there is none, a statement to that effect should be set out.)]
- (5) Amount paid for services and expenses by month  
(Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
- (6) Type and number of meetings attended and other activity
- (7) Number of written and oral statements submitted  
(List separately.)
- (8) Information furnished of unusual value
- (9) Approximate number of persons on whom informant furnished coverage and their importance
- (10) Steps being taken to advance informant
- (11) Stability and reliability  
(Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
- (12) Indoctrination against disclosure  
(State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
- (13) All necessary action taken on information furnished
- (14) Miscellaneous  
(Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

- c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
- d. Every[six]months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.
- e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.
- f. In order for this system to function properly, payment letters must be explicit.
- g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
- h. Discontinuance of payments  
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
- i. Extraordinary expenses  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

- c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
- d. Every six months a letter of justification[(FD-401)]should be submitted to the Bureau requesting continuation of payments. Follow[instructions set forth in section 130G, item 2b, of this manual.]
- e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.
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- d. Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments. Follow instructions set forth in section [130H,] item 2b, of this manual.
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- i. Extraordinary expenses  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. [Six-month] evaluation of informants not paid on Bureau authority  
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every [six] months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.
5. Receipts  
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
- Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
  - Receipts should clearly show:
    - Date on which payment was made
    - Period for which made when informant is paid on a period basis
    - Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
    - Name of Agent making payment
    - Signature of person receiving the money
  - Receipts are not to be witnessed by another Agent.
  - If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
  - When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.
6. Income tax returns
- Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
  - Bureau income should be set forth on the Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
  - Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

4. Six-month evaluation of informants not paid on Bureau authority  
If the informant is not being paid on Bureau authorization, a communication[(FD-401)]must be transmitted to the Bureau every six months after the date of designation containing the same information set out in[section 130G, item 2b, of this manual]except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in[section 130G, item 2b, of this manual.]
5. Receipts  
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- Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
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    - Date on which payment was made
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    - Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
    - Name of Agent making payment
    - Signature of person receiving the money
  - Receipts are not to be witnessed by another Agent.
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  - Bureau income should be set forth on the Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
  - Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

4. Six-month evaluation of informants not paid on Bureau authority  
If the informant is not being paid on Bureau authorization, a communication (FD-401) must be transmitted to the Bureau every six months after the date of designation containing the same information set out in section [130H,] item 2b, of this manual except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in section [130H,] item 2b, of this manual.
5. Receipts  
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
  - a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on a period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving the money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
  - e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.
6. Income tax returns
  - a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
  - b. Bureau income should be set forth on the Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
  - d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

- b. Whenever a security informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.
9. Handling money and property received by double agents
- a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
  - b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.
  - c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
  - d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

## [O. [ANNUAL] LETTER

[ [Annual] letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid under Bureau authority (not SAC authority) for services or expenses. If the confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all security informants not paid under Bureau authority.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the [annual] letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage; should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

[ [Annual] letters may include any additional pertinent information re informant coverage that may be helpful in overall evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

5. Listed below are all of the Bureau offices and the dates [annual] letters should be submitted:

<u>Office</u>	<u>Dates</u>
[Albany	January 15
[Albuquerque	" "
[Anchorage	" "
[Atlanta	January 31
[Baltimore	" "
[Birmingham	" "
[Boston	February 15
[Buffalo	" "
[Butte	" "
[Charlotte	February 28
[Chicago	January 31
[Cincinnati	February 28
[Cleveland	" "
[Columbia	March 15
[Dallas	" "
[Denver	" "
[Detroit	March 31
[El Paso	" "
[Honolulu	April 15
[Houston	" "
[Indianapolis	April 30
[Jackson	" "
[Jacksonville	May 15
[Kansas City	" "
[Knoxville	May 31
[Las Vegas	" "
[Little Rock	June 15
[Los Angeles	February 28
[Louisville	June 15
[Memphis	June 30
[Miami	" "
[Milwaukee	March 31
[Minneapolis	April 30
[Mobile	July 15
[Newark	May 31
[New Haven	July 15
[New Orleans	July 31
[New York	September 30
[Norfolk	July 31
[Oklahoma City	August 15
[Omaha	" "
[Philadelphia	August 31
[Phoenix	" "
[Pittsburgh	September 15
[Portland	" "
[Richmond	September 30
[Sacramento	" "
[St. Louis	October 15
[Salt Lake City	" "
[San Antonio	October 31
[San Diego	" "
[San Francisco	" "
[San Juan	November 15
[Savannah	" "
[Seattle	" "
[Springfield	November 30
[Tampa	" "
[Washington, D. C.	" "]

5. Listed below are all of the Bureau offices and the dates annual reports should be submitted:

<u>Office</u>	<u>Dates</u>
Albany	January 15
Albuquerque	" "
Alexandria	" " ]
Anchorage	" "
Atlanta	January 31
Baltimore	" "
Birmingham	" "
Boston	February 15
Buffalo	" "
Butte	" "
Charlotte	February 28
Chicago	January 31
Cincinnati	February 28
Cleveland	" "
Columbia	March 15
Dallas	" "
Denver	" "
Detroit	March 31
El Paso	" "
Honolulu	April 15
Houston	" "
Indianapolis	April 30
Jackson	" "
Jacksonville	May 15
Kansas City	" "
Knoxville	May 31
Las Vegas	" "
Little Rock	June 15
Los Angeles	February 28
Louisville	June 15
Memphis	June 30
Miami	" "
Milwaukee	March 31
Minneapolis	April 30
Mobile	July 15
Newark	May 31
New Haven	July 15
New Orleans	July 31
New York	September 30
Norfolk	July 31
Oklahoma City	August 15
Omaha	" "
Philadelphia	August 31
Phoenix	" "
Pittsburgh	September 15
Portland	" "
Richmond	September 30
Sacramento	" "
St. Louis	October 15
Salt Lake City	" "
San Antonio	October 31
San Diego	" "
San Francisco	" "
San Juan	November 15
Savannah	" "
Seattle	" "
Springfield	November 30
Tampa	" "
Washington, D. C.	" "

## P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

## Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau of the date when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section [19,] volume [II,] of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in



5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

<u>Office</u>	<u>Dates</u>
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Columbia	" "
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jackson	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
Las Vegas	" "
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
[Sacramento]	June 15 and December 15
St. Louis	" "
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Tampa	" "
Washington, D. C.	" "

5. Listed below are [redacted] of the Bureau offices and the [redacted] dates [annual] letters should be submitted:

<u>Office</u>	<u>Dates</u>
[Albany	January 15
Albuquerque	" "
Anchorage	" "
Atlanta	January 31
Baltimore	" "
Birmingham	" "
Boston	February 15
Buffalo	" "
Butte	" "
Charlotte	February 28
Chicago	January 31
Cincinnati	February 28
Cleveland	" "
Columbia	March 15
Dallas	" "
Denver	" "
Detroit	March 31
El Paso	" "
Honolulu	April 15
Houston	" "
Indianapolis	April 30
Jackson	" "
Jacksonville	May 15
Kansas City	" "
Knoxville	May 31
Las Vegas	" "
Little Rock	June 15
Los Angeles	February 28
Louisville	June 15
Memphis	June 30
Miami	" "
Milwaukee	March 31
Minneapolis	April 30
Mobile	July 15
Newark	May 31
New Haven	July 15
New Orleans	July 31
New York	September 30
Norfolk	July 31
Oklahoma City	August 15
Omaha	" "
Philadelphia	August 31
Phoenix	" "
Pittsburgh	September 15
Portland	" "
Richmond	September 30
Sacramento	" "
St. Louis	October 15
Salt Lake City	" "
San Antonio	October 31
San Diego	" "
San Francisco	" "
San Juan	November 15
Savannah	" "
Seattle	" "
Springfield	November 30
Tampa	" "
Washington, D. C.	" "]

... each instance of Bureau office which has made further dissemination of such information to follow the instructions set forth above.

- ... set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a summary letter under the informant's caption identifying each case by title, character, Bureau file, known, and date of communication.
10. The letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
  11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
  12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
  13. Occasionally, an informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
  14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

#### [T.] CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
  - c. The abbreviation "CS" may be used in intra-Bureau communications for confidential sources: e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
  - d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
  - e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
  - a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
  - b. The symbol index is handled similarly to the symbol index on informants.
  - c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files  
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

## 5. Utilization:

- a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
- b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
- c. Records of contacts with confidential sources who have pending files may be posted.
- d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
- e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
  - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
- f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

## 6. Security confidential sources - certification of stability and payments

- a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, [item]3b, for form of letter.
- b. If the security source is not being paid on Bureau authorization [or if he is not an employee of a foreign diplomatic establishment or an international organization] and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
- [c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification should be submitted to the Bureau every four months. See 107N, [item]3b, for form of letter.]

## 7. Gifts

Gifts should not be given to sources since such actions might be misconstrued.

## 8. Discontinuance

Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

## 5. Utilization

- a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
  - b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
  - c. Records of contacts with confidential sources who have pending files may be posted.
  - d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
  - e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
    - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
    - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
    - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
  - f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
- a. Every[six]months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, item 3b, for form of letter.
  - b. If the security source is not being paid on Bureau authorization or if he is not an employee of a foreign diplomatic establishment or an international organization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
  - c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification should be submitted to the Bureau every[six]months. See 107N, item 3b, for form of letter.

## 7. Gifts

Gifts should not be given to sources since such actions might be misconstrued.

## 8. Discontinuance

Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

## 5. Utilization

- a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
- b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
- c. Records of contacts with confidential sources who have pending files may be posted.
- d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
- e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
  - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
- f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, item 3b, for form of letter.
- b. If the security source is not being paid on Bureau authorization or if he is not an employee of a foreign diplomatic establishment or an international organization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
- c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification should be submitted to the Bureau every six months. See 107N, item 3b, for form of letter.

## 7. Gifts

Gifts should not be given to sources since such actions might be misconstrued.

## 8. Discontinuance

Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

## 5. Utilization

- a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
- b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
- c. Records of contacts with confidential sources who have pending files may be posted.
- d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
- e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
  - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
- f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months a letter of justification[(FD-401)]should be submitted to Bureau requesting continuation of payments to security confidential sources. See[section 130G, item 2b, of this manual] for form of letter.
- b. If the security source is not being paid on Bureau authorization or if he is not an employee of a foreign diplomatic establishment or an international organization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
- c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification[(FD-401)]should be submitted to Bureau every six months. See[section 130G, item 2b, of this manual] for form of letter.

## 7. Gifts

Gifts should not be given to sources since such actions might be misconstrued.

## 8. Discontinuance

Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

## 5. Utilization

- a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
- b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
- c. Records of contacts with confidential sources who have pending files may be posted.
- d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
- e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
  - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
- f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months a letter of justification (FD-401) should be submitted to Bureau requesting continuation of payments to security confidential sources. See section [130H], item 2b, of this manual for form of letter.
- b. If the security source is not being paid on Bureau authorization or if he is not an employee of a foreign diplomatic establishment or an international organization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
- c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification (FD-401) should be submitted to Bureau every six months. See section [130H], item 2b, of this manual for form of letter.

## 7. Gifts

Gifts should not be given to sources since such actions might be misconstrued.

## 8. Discontinuance

Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.



## [U. PANEL SOURCE]

1. Definition  
See page 3 of this section.
2. Background investigation and approval
  - a. Check prospective panelists through office indices, canvass logical informants, review appropriate credit, arrest, and military records.
  - b. If no pertinent derogatory information is developed, initial contact may be made with a prospective panelist to ascertain person's cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
  - c. Submit letter to Bureau requesting authority to use individual as a panel source and set out following information:
    - (1) Details of required background investigation and data as to date of birth, place of birth, citizenship, status if foreign born, residence and employment addresses
    - (2) Details of expected area of activity of individual as a panel source, together with results of any interviews conducted with him
    - (3) A statement to effect subject is being considered a panel source and that he will be advised he is not a Bureau employee and of confidential nature of his relationship with Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union or educational institution he will be advised of Bureau policy on such matters.
  - d. One of required copies of letter requesting authority to use a subject as a panel source should consist only of first page of letter. If request is approved at Bureau, a stamped notation will be placed on single-page copy and it will be returned to field indicating that authority is granted to consider subject as a panel source.
3. Administrative handling
  - a. Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants.
  - b. Payments for legitimate expenses incurred and services rendered should be handled in same manner as payments to security informants. Gifts should not be given to panel sources since such actions might be misconstrued.
  - c. Open lead file when active investigation of prospective panelist is initiated. After Bureau has approved a panelist, close file administratively if panelist is not contacted regularly. Regular contacts with panelists should be noted in their respective files.
  - d. Only Agents designated in particular case should contact panelists.
  - e. Every six months submit letter of justification to Bureau requesting continuation of payments to panel source. See section 107N, item 3b, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.
  - f. A symbol number may be assigned if an unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY COO-S.
  - g. Designate, where practicable, coordinating Agent to maintain roster of current panel sources and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization contacts, security informants, and publications.
  - h. Advise Bureau of the date when panel source is discontinued, and the reasons therefor.]

## [V.] CLASSIFICATION - 134

## U. PANEL SOURCES

## 1. Definition

See page 3 of this section.

## 2. Background investigation and approval

- a. Check prospective panelists through office indices, canvass logical informants, review appropriate credit, arrest, and military records.
- b. If no pertinent derogatory information is developed, initial contact may be made with a prospective panelist to ascertain person's cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
- c. Submit letter to Bureau requesting authority to use individual as a panel source and set out following information:
  - (1) Results of required background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
  - (2) Details of expected area of activity of individual as a panel source, together with results of any interviews conducted with him
  - (3) A statement to effect subject is being considered a panel source and that he will be advised he is not a Bureau employee and of confidential nature of his relationship with Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union or educational institution he will be advised of Bureau policy on such matters.
- d. One of required copies of letter requesting authority to use a subject as a panel source should consist only of first page of letter. If request is approved at Bureau, a stamped notation will be placed on single-page copy and it will be returned to field indicating that authority is granted to consider subject as a panel source.

## 3. Administrative handling

- a. Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants.
- b. Payments for legitimate expenses incurred and services rendered should be handled in same manner as payments to security informants. Gifts should not be given to panel sources since such actions might be misconstrued.
- c. Open 134 file when active investigation of prospective panelist is initiated. After Bureau has approved a panelist, close file administratively if panelist is not contacted regularly. Regular contacts with panelists should be noted in their respective files.
- d. Only Agents designated in particular case should contact panelists.
- e. Every six months submit letter of justification[(FD-401)]to Bureau requesting continuation of payments to panel source. See section [130G, item 2b,]of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.
- f. A symbol number may be assigned if an unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY 000-S.
- g. Designate, where practicable, coordinating Agent to maintain roster of current panel sources and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and publications.
- h. Advise Bureau of the date when panel source is discontinued, and the reasons therefor.

## V. CLASSIFICATION - 134

## U. PANEL SOURCES

1. Definition  
See page 3 of this section.
2. Background investigation and approval
  - a. Check prospective panelists through office indices, canvass logical informants, review appropriate credit, arrest, and military records.
  - b. If no pertinent derogatory information is developed, initial contact may be made with a prospective panelist to ascertain person's cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
  - c. Submit letter to Bureau requesting authority to use individual as a panel source and set out following information:
    - (1) Results of required background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
    - (2) Details of expected area of activity of individual as a panel source, together with results of any interviews conducted with him
    - (3) A statement to effect subject is being considered a panel source and that he will be advised he is not a Bureau employee and of confidential nature of his relationship with Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union or educational institution he will be advised of Bureau policy on such matters.
  - d. One of required copies of letter requesting authority to use a subject as a panel source should consist only of first page of letter. If request is approved at Bureau, a stamped notation will be placed on single-page copy and it will be returned to field indicating that authority is granted to consider subject as a panel source.
3. Administrative handling
  - a. Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants.
  - b. Payments for legitimate expenses incurred and services rendered should be handled in same manner as payments to security informants. Gifts should not be given to panel sources since such actions might be misconstrued.
  - c. Open 134 file when active investigation of prospective panelist is initiated. After Bureau has approved a panelist, close file administratively if panelist is not contacted regularly. Regular contacts with panelists should be noted in their respective files.
  - d. Only Agents designated in particular case should contact panelists.
  - e. Every six months submit letter of justification (FD-401) to Bureau requesting continuation of payments to panel source. See section 130G, item 2b, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.
  - f. A symbol number may be assigned if an unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY 000-S.
  - g. Designate, where practicable, coordinating Agent to maintain roster of current panel sources and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and publications.
  - h. Advise Bureau of the date when panel source is discontinued, and the reasons therefor.

## U. PANEL SOURCES

1. Definition  
See page 3 of this section.
2. Background investigation and approval
  - a. Check prospective panelists through office indices, canvass logical informants, review appropriate credit, arrest, and military records.
  - b. If no pertinent derogatory information is developed, initial contact may be made with a prospective panelist to ascertain person's cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
  - c. Submit letter to Bureau requesting authority to use individual as a panel source and set out following information:
    - (1) Results of required background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
    - (2) Details of expected area of activity of individual as a panel source, together with results of any interviews conducted with him
    - (3) A statement to effect subject is being considered a panel source and that he will be advised he is not a Bureau employee and of confidential nature of his relationship with Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union or educational institution he will be advised of Bureau policy on such matters.
  - d. One of required copies of letter requesting authority to use a subject as a panel source should consist only of first page of letter. If request is approved at Bureau, a stamped notation will be placed on single-page copy and it will be returned to field indicating that authority is granted to consider subject as a panel source.
3. Administrative handling
  - a. Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants.
  - b. Payments for legitimate expenses incurred and services rendered should be handled in same manner as payments to security informants. Gifts should not be given to panel sources since such actions might be misconstrued.
  - c. Open 134 file when active investigation of prospective panelist is initiated. After Bureau has approved a panelist, close file administratively if panelist is not contacted regularly. Regular contacts with panelists should be noted in their respective files.
  - d. Only Agents designated in particular case should contact panelists.
  - e. Every six months submit letter of justification (FD-401) to Bureau requesting continuation of payments to panel source. See section [130H,] item 2b, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.
  - f. A symbol number may be assigned if an unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY 000-S.
  - g. Designate, where practicable, coordinating Agent to maintain roster of current panel sources and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and publications.
  - h. Advise Bureau of the date when panel source is discontinued, and the reasons therefor.

## [V. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

## [ 1. Use of students

- [ a. Students under age of 21 years are not to be developed as security
- [ informants, potential security informants, or other types of security
- [ sources in other than highly unusual circumstances. Under such
- [ circumstances, furnish complete justification to Bureau.
- [ b. Upon initial contact with a potential student security informant or
- [ source, individual should be tactfully requested to execute a brief
- [ signed written statement for field file setting forth that this in-
- [ dividual has voluntarily come forward to furnish information to FBI
- [ because of his concern over individuals or groups that may be inimical
- [ to interests of U. S. Government and that he understands that FBI has no
- [ interest in legitimate institution or campus activities. Taking this
- [ statement should place Bureau in a position to refute possible subse-
- [ quent false allegations as to nature and purpose of source's coopera-
- [ tion with FBI.

## [ 2. Quarterly letters

- [ a. Beginning 1-1-70, submit quarterly letters on each student and teacher
- [ authorized by Bureau for contact as a security informant, potential
- [ security informant, or other sources (including panel sources).
- [ (Quarterly letters are not to take place of or be combined with six
- [ months' payment justification letters.) Include following in quarter-
- [ ly letters:
- [ (1) Specific productivity
- [ (2) Specific information furnished not otherwise available from pub-
- [ lic source material or other office sources off campus
- [ (3) Frequency of contact
- [ b. Quarterly letters of security and racial informants should be jointly
- [ transmitted to Bureau by cover letter captioned "Utilization of In-
- [ formants and Sources at Institutions of Learning." Include following
- [ in cover letter concerning security sources:
- [ (1) Number of security informants, potential security informants, and
- [ other security sources active and under development at each educa-
- [ tional institution affected
- [ (2) An overall analysis of coverage afforded by campus informants and
- [ sources

## [ 3. Responsibility for well-planned coverage

[ Each office must have a continuous and well-planned program to obtain nec-

[ essary coverage at institutions of learning so that Bureau can fulfill its

[ obligations. Care with which this must be done in no way lessens respon-

[ sibility of each individual field office to have proper coverage.

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- c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
- d. Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments. Follow instructions set forth in section [130H,] item 2b, of this manual.
- e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.
- f. In order for this system to function properly, payment letters must be explicit.
- g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
- h. Discontinuance of payments  
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
- i. Extraordinary expenses  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

## 4. Subfiles

- a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
- b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

## 5. Channelization

Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for [channelization] and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies.

## 6. Channelizing memoranda - destruction of

For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.

## 7. Dissemination of information

Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.

## 8. Correspondence

Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

## 9. Maintenance of files

- a. All symbol number informant files, pending and closed, shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, or responsible employee designated by the SAC.
- b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
- c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
- d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

## 10. Use of informant by Department - filing correspondence re

From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.

## 11. Form FD-238

Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

4. Six-month evaluation of informants not paid on Bureau authority  
If the informant is not being paid on Bureau authorization, a communication[(FD-401)]must be transmitted to the Bureau every six months after the date of designation containing the same information set out in[section 130G, item 2b, of this manual]except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in[section 130G, item 2b, of this manual.]
5. Receipts  
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
  - a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on a period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving the money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
  - e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.
6. Income tax returns
  - a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
  - b. Bureau income should be set forth on the Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
  - d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.



8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

#### [T.] CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
  - c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
  - d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
  - e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
  - a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
  - b. The symbol index is handled similarly to the symbol index on informants.
  - c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files  
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

## [V. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

## [ 1. Use of students

- [ 2. Students under age of 21 years are not to be developed as security
- [ informants, potential security informants, or other types of security
- [ sources in other than highly unusual circumstances. Under such
- [ circumstances, furnish complete justification to Bureau.
- [ b. Upon initial contact with a potential student security informant or
- [ source, individual should be tactfully requested to execute a brief
- [ signed written statement for field file setting forth that this in-
- [ dividual has voluntarily come forward to furnish information to FBI
- [ because of his concern over individuals or groups that may be inimical
- [ to interests of U. S. Government and that he understands that FBI has no
- [ interest in legitimate institution or campus activities. Taking this
- [ statement should place Bureau in a position to refute possible subse-
- [ quent false allegations as to nature and purpose of source's coopera-
- [ tion with FBI.

## [ 2. Quarterly letters

- [ a. Beginning 1-1-70, submit quarterly letters on each student and teacher
- [ authorized by Bureau for contact as a security informant, potential
- [ security informant, or other sources (including panel sources).
- [ (Quarterly letters are not to take place of or be combined with six
- [ months' payment justification letters.) Include following in quarter-
- [ ly letters:
- [ (1) Specific productivity
- [ (2) Specific information furnished not otherwise available from pub-
- [ lic source material or other office sources off campus
- [ (3) Frequency of contact
- [ b. Quarterly letters of security and racial informants should be jointly
- [ transmitted to Bureau by cover letter captioned "Utilization of In-
- [ formants and Sources at Institutions of Learning." Include following
- [ in cover letter concerning security sources:
- [ (1) Number of security informants, potential security informants, and
- [ other security sources active and under development at each educa-
- [ tional institution affected
- [ (2) An overall analysis of coverage afforded by campus informants and
- [ sources
- [ 3. Responsibility for well-planned coverage
- [ Each office must have a continuous and well-planned program to obtain nec-
- [ essary coverage at institutions of learning so that Bureau can fulfill its
- [ obligations. Care with which this must be done in no way lessens respon-
- [ sibility of each individual field office to have proper coverage.

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4. Subfiles
  - a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
  - b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization

Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for [channelization] and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies.
6. Channelizing memoranda - destruction of

For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.
7. Dissemination of information

Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.
8. Correspondence

Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
  - a. All symbol number informant files, pending and closed, shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, or responsible employee designated by the SAC.
  - b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
  - c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
  - d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re

From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238

Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

#### [T.] CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
  - c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
  - d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
  - e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
  - a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
  - b. The symbol index is handled similarly to the symbol index on informants.
  - c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files  
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

#### C. INTERVIEWS WITH AND DEVELOPMENT OF BACKGROUND ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When a decision is made to consider a particular individual for informant purposes, background investigation must be conducted. Extensive background investigation should not be conducted, however, until the individual has been interviewed and it has been determined he is willing to assist the Bureau. Obtain prior Bureau authority to interview whenever the restrictions imposed in section 87D, item 6b, (7), volume III, and section 105K, item 6b, (9), volume IV, relative to interviews apply. Background investigation should consist of the following:

1. Check of field office files for derogatory information
2. Discreet canvass of logical informants to ascertain if the individual is known to them
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the individual can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the individual is not sufficient; his background must be established by the investigation, including discreet inquiries among persons who are personally acquainted with him.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an [FD-165] form which should be transmitted to the Identification Division to obtain any record he may have [and to place a stop against his fingerprints if they are on file.]
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

3. 3. 3. 3. 3

It shall be the duty of each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary, to file in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.

8. Holes may be punched in original statements of information for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

## 5. Channelization

Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies.

6. Channelizing memoranda - destruction of

For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.

## 7. Dissemination of information

Information supplied by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.

### 8. Correspondence

Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

9. Maintenance of files

a. All symbol number informant files, pending and closed, shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, or responsible employee designated by the SAC.

b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.

c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.

d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

10. Use of informant by Department - filing correspondence re

From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.

## 11. Form FD-238

Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

## SIGNATURE LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

## Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau of the date when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section [19,] volume [II,] of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

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[e.] When an informant or former informant is initially considered as a potential witness in a Bureau case, determine whether he paid Federal and state taxes on the income he received from the Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling the situation.

7. Stipulation re payments made to witnesses

- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department a set of photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of photostats will be transmitted to the field office in whose territory the trial will take place. The office handling prosecution must determine from the Government attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:
  - (1) The correct, full name
  - (2) All aliases, code names, and symbol numbers
  - (3) The first date of contact by your office
  - (4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
  - (5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.
  - (6) A listing of any advances, refunds, and outstanding balances of advances
  - (7) The date of last contact by your office
  - (8) Whether the individual has been contacted by any other office
- b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.
- c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.
- d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.

8. Receipt of unemployment compensation

- a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau must be placed in the position of condoning a violation of the law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

## P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

## Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau [of the date] when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

#### T. CLASSIFICATION - 134

#### U. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
  - c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; [e.g., "Richard Roe, CS."] Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
  - d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
  - e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
  - a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
  - b. The symbol index is handled similarly to the symbol index on informants.
  - c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files  
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

document in the pertinent informant file and is not to be serialized. If a particular section of the form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number of the note should be noted.

## 12. Bulky material submitted by informant

When an informant or source submits bulky material other than a statement and pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

## N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

### 1. No gifts to informants

- Gifts should not be given to informants since such actions might be misconstrued.
- Relationship between Agents and informants shall be maintained on a businesslike basis.

### 2. [Deleted]

Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts or products of such companies to informants.

### 2. Specific authority to pay informant

- For specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation which is not otherwise obtainable, or to advance expense money to an individual to obtain such information, the SAC may approve payments of up to \$200 and totaling not more than \$200 per informant regardless of the number of payments. This authority applies to informants who have not been regularly paid for services. Expenses of Bureau authorized informants. In other words, once an informant has been paid on Bureau authorization regardless of the amount, this authority of the SAC may not be utilized.
- Individuals who are paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
- The blue slip claiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
- Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling \$200.

### 3. Payments on continuing basis - Bureau authority

- To pay anyone on a continuing basis, obtain specific Bureau authorization.
- In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)

#### (1) Recommendation

(Use following wording as nearly as possible:

"I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to \$\_\_\_\_ (amount) per \_\_\_\_ (month, week) for services, plus up to \$\_\_\_\_ (amount) per \_\_\_\_ (month, week) for expenses actually incurred for a period of \_\_\_\_ months, effective \_\_\_\_ (date).")

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant

Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants

- a. Gifts should not be given to informants since such actions might be misconstrued.
- b. Relationship between Agents and informants shall be maintained on a businesslike basis.
- c. [Deleted]
- d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. SAC authority to pay informants

- a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expenses money to enable an individual to obtain such information, SAC may approve payments of amounts up to \$200 and totaling not more than \$200 on a continuing basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of amount, this authority of the SAC may not be utilized.
- b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis", or on "Bureau authorization."
- c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
- d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling \$200.

3. Payments on continuing basis - Bureau authority

- a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
- b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)
  - (1) Recommendation
 

(Use following wording as nearly as possible:  
 "I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to \$\_\_\_\_ (amount) per \_\_\_\_ (month, week) for services, plus up to \$\_\_\_\_ (amount) per \_\_\_\_ (month, week) for expenses actually incurred for a period of \_\_\_\_ months, effective \_\_\_\_ (date).")

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## A. DEFINITIONS

1. Security informant  
[ Individual actively engaged in obtaining and furnishing current information on security [or intelligence] matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal, that he is able to obtain and does provide current information of value; [or furnish pertinent foreign intelligence data of value on a regular basis.]
2. Potential security informant  
[ Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, [or is in a position to secure pertinent foreign intelligence data,] and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.
3. Double agent  
A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.
4. Confidential source  
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

## B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
  - a. Complainants in security matters
  - b. Persons interviewed in connection with security cases
  - c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - d. Bureau applicants as possible informants
  - e. Personal friends and contacts of Special Agents and other Bureau employees
  - f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Deleted
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.



9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

#### C. INTERVIEWS WITH AND DEVELOPMENT OF BACKGROUND ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When a decision is made to consider a particular individual for informant purposes, background investigation must be conducted. Extensive background investigation should not be conducted, however, until the individual has been interviewed and it has been determined he is willing to assist the Bureau. Obtain prior Bureau authority to interview whenever the restrictions imposed in section 87D, item 6b, (7), volume III, and section 105K, item 6b,

[ (9), volume IV, relative to interviews apply. Background investigation should consist of the following:

1. Check of field office files for derogatory information
2. Discreet canvass of logical informants to ascertain if the individual is known to them
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the individual can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the individual is not sufficient; his background must be established by the investigation, including discreet inquiries among persons who are personally acquainted with him.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain any record he may have.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

8. [Persons being considered for use] in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and deseco program, section 105K, 6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, [or designate] an individual as a potential [security] informant.

[D. [APPROVAL, INDOCTRINATION, DEVELOPMENT, AND CONTROL OF POTENTIAL SECURITY INFORMANTS]

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to designate individual as a Bureau-approved potential security informant and [to] proceed with his development. [Do not submit on a UACB basis. Include a physical description.]
2. [Deleted]
3. [After designation as a Bureau-approved potential security informant, the following matters should be made clear to him:]
  - [a.] His assistance is strictly voluntary and he is to understand that there is no coercion or intimidation involved.
  - [b.] He is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon him.
  - [c.] His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and by so doing the Bureau's investigative activity may be jeopardized. If he has a special problem which would require revealing his [assistance] to his wife [or other pertinent individual,] this should be [ascertained and an appropriate recommendation made to the Bureau.] The special circumstances will be taken into consideration by the Bureau [and you will be advised accordingly.]
  - [d.] If the potential informant is connected in any manner with a labor union, inform him that the Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on the infiltration of labor unions by subversive elements.
  - [e.] If the potential informant is a student, teacher, or has any similar relations with a school, college, or university, in the initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.
4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.
6. Advise Bureau of progress being made at least every four months. Letters concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis, should contain informative summary of information furnished during past four months, and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These letters should follow the form indicated under section 107N, 3b, but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.

- 7. Post records of contacts with potential informants so that the cases will not become delinquent.
- [ 8. During[contacts]with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.
- [ 9. [Deleted]
- [ 10. [Deleted]
- [ [11.] During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, proper Bureau authority must be obtained.
- [ [12.] From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.
- [ [13.] When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility of using informant as a witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.

#### E. BUREAU POLICY

- 1. Development of military personnel  
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.
- 2. Contacts by designated Agents  
Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated to contact him.
- 3. Divulging information to informant  
No information should be divulged to a potential informant or an informant concerning any of the Bureau's investigative activity other than that which is essential to his proper operation.

## 4. Recording investigative activity

All investigative activity must be made a matter of record in the field office files with all sources of information being completely identified. Sources include all confidential informants - criminal, security, [and racial.] Agents must not have and use informants known only to the individual Agents personally.

## F. INDOCTRINATION, DIRECTION, AND CONTROL OF SECURITY INFORMANTS

## 1. Caution against divulging relationship

- a. During initial development and consistently thereafter, impress upon informant the absolute necessity that he refrain from divulging through any media any information regarding his relationship with Bureau.
- b. These instructions must be properly worded and phrased to prevent any possibility Bureau's being accused of attempting to impose censorship.

## 2. Developing additional background

- a. During development of informant, additional data concerning his background should be continuously obtained from informant.
- b. After gaining informant's confidence, information will be elicited which may be pertinent to his operation and may have effect upon his retention, such as data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk as an informant.

## 3. Handling indications of instability

- a. Details of any indications of instability should be furnished to the Bureau immediately upon being obtained, with recommendations as to informant's continuance.
- b. Set forth the steps being taken to prevent any embarrassment to Bureau.

## 4. Contacts by Agents

- a. Except in espionage and foreign nationality matters where the frequency of contact is dependent on the circumstances of each case, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks.
- b. If such frequent contacts cannot be established, obtain specific Bureau authority for an exception to this requirement (except in espionage and foreign nationality matters). In requesting such exception, set forth all attendant circumstances.
- c. During each contact, informant's activities since previous contact should be carefully reviewed and the contacting Agent should make certain the informant has furnished in writing or verbally all information and data which he has obtained since the last contact. If additional or supplementary information is furnished during this contact with the informant, this information should be handled in the same manner as outlined in subsection G.
- d. Contacting Agent should become so well acquainted with informant that he will not breach the confidential relationship. If there is slightest indication informant may do so, Agent should be able to anticipate this action and forestall it.
- e. Contacting Agent should not only collect information but also direct informant, be aware of his activities, and maintain such close relationship that he knows how informant is thinking with regard to Bureau connection. This relationship should not be so reciprocal that informant obtains information concerning Agent or Agent's business, personal or official.
- f. Good judgment must prevail in handling informant to see he does not become too familiar with Agent and later cause embarrassment to Agent or Bureau by using for his own advantage such knowledge which he may obtain.
- g. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.

- h. Any arrangements for paying informant or personally contacting him must be specific and no doubt should be left in the minds of either the Agent or informant as to the methods of payment, amount, place, and time.
  - i. Informants should be instructed to use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants the unlisted office telephone number for emergency communication. [This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.]
  - j. Positive information received from informant should be the subject of a written statement by informant or a memorandum prepared by contacting Agent to be placed in the informant's subfile and appropriately channelized.
  - k. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
  - l. The dates of negative contacts and file numbers of the cases involved must appear in informant's administrative file. Where a file has more than one subject, the name of the subject under inquiry should also be noted. Do not set forth title of the case involved on the form.
  - m. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
  - n. Alternate Agent should be designated for contacts with informant and former should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent in absence of Agent to whom informant is assigned.
- [ 5. [Checking reliability]
- a. Reliability of informants must be constantly checked.
  - b. Consideration should be given to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
  - c. Checks on reliability must be constantly reviewed during time informant is active.
6. Fingerprints
- a. After informant has been developed and unless some reason to the contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
  - b. If informant refuses, do not force the issue.
  - c. Informant's fingerprints, when obtained, should be forwarded as enclosure to FD-165 using applicant-type fingerprint card, form FD-258. This card should be properly executed showing subject's complete description, including date and place of birth. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.
  - d. A flash notice is to be placed by the field in the files of the Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.
  - e. When informant is discontinued, retain flash notice for one year following discontinuance. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.
- [ 7. [Control - statement of cooperation]
- a. Close control must be exercised over activities of informants and double agents in order to obtain maximum results in security cases and to prevent any possible embarrassment to Bureau.

- b. As means of obtaining closer control, obtain signed statement set out below whenever feasible and practical. In those instances in which it is not practical to secure a signed statement from an informant or double agent, advise Bureau of complete details. The SAC and the Agent handling the informant or double agent should determine the appropriate time in the informant's operation when the statement should be completed.

I, \_\_\_\_\_, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) \_\_\_\_\_

Witnessed: \_\_\_\_\_

- [ 8. Execution of party questionnaires]
- Informants, particularly in Communist Party, oftentimes must execute "Party" questionnaires and in doing so should be instructed to be extremely careful not to jeopardize their position as informants.
  - If necessary, each item in questionnaire should be discussed with informant to be certain his identity as informant is protected.
- [ 9. Informant's activity in organizations]
- Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.
  - When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of the organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.
  - Changes in the organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of the motivation behind such changes, but be certain opinions and suggestions given are labeled as such.
  - Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but at the same time should be cautioned to do so in such a manner as to avoid suspicion.
- [ 10. Transfer of informants to other areas]
- Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
  - Keep in mind overall coverage of organization. If informant becomes prominent and may be able to expand his field of activity beyond your field division, by all means encourage him to do so in order to provide a wider coverage for the Bureau's work.
- [ 11. Action by informant when uncovered]
- If informant is uncovered by subversive elements, he should be instructed to defend himself vigorously and demand proof of his informant activity.
  - Suspicion in many cases is directed to an informant without to back it up and by bluffing informant may confuse the issue the point where his services may not be lost. This procedure should be carefully handled and each situation considered on its merits.
  - In some cases it may be necessary for informant to acquiesce to charges of deviation from the strict discipline of the organization involved, as by so doing he may cast off suspicion.

## 12. Requests of informant to help defend others

- a. If a security informant is requested by the Communist Party, communists being prosecuted by the Government, or by other interested parties to assist in the preparation of the defense in subversive-type cases or receives assignment where such information is readily available, informant should tactfully decline such assignments.
- b. Any such request received by informant should be reported immediately to the contacting Agent and made a matter of record.
- c. If the informant cannot avoid becoming involved, he should be instructed not to report to the contacting Agent any information pertaining to defense plans or strategy.
- d. Any such incident must be reported promptly to the Bureau.

## [ 13. Preparation for testifying

[ Contacting Agent must condition the informant to the fact that someday the knowledge he possesses may be needed as evidence in court to assist the Government in combating the evil of communism. Psychologically prepare the informant for the fact that he may at some future date be called upon to render a still further contribution to his Government by testifying to the information he has furnished on security matters. Proper indoctrination of the informant is essential as the Bureau must provide witnesses whenever the Department initiates prosecutions in security cases.]

## G. INFORMANTS' INFORMATION

1. General instructions re oral and written information
  - a. Instructions regarding preparation, submission, and handling of information received from informants apply not only to security informants but also to potential security informants, panel sources, security confidential sources, and security sources of information.
  - b. Specific instructions and guidance must be given to informants concerning preparation of statements containing their information.
  - c. They should be submitted as quickly as possible after a meeting or activity.
  - d. Written statements should be submitted whenever possible, but if such cannot be done information may be provided orally. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
  - e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
  - f. All information furnished by informants orally or in writing must be promptly reviewed, recorded, indexed, evaluated, channclized, and all necessary action taken. Form FD-306 may be used in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."
  - g. Prior to any prosecution or administrative hearing, advise the trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. The trial attorney will thus be prepared in the event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.
  - h. See subsection M for instructions regarding filing informant statements.
2. Recording written and oral information
  - a. Written by informant
    - (1) May be in handwriting or hand printing of informant or typed.
    - (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
    - (3) Prepare on paper devoid of any Bureau markings or identification.
    - (4) Date when informant prepares statement should be placed at the top of it.
    - (5) All information obtained by informants regarding each meeting or each separate activity in which they engage should be submitted in one statement whether the information is of evidentiary or intelligence value.



- (6) Informants should include in the body of their statements specific dates and places; purpose of the meeting or activity being related; identities of makers and persons present, plus their known status in any group; specific activity engaged in by each individual present; and comments made by each individual.
- (7) Informant should identify [his statement] by affixing his code name [immediately under the last written line on each page.] Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or the initials of his code name.
- (8) Agents' names should never appear on any page.
- (9) Informant should refer to himself in the body of the statement by his true name and he should use the third person.
- (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., thereto, nor should he place any markings thereon, such as his initials, date of receipt from informant, permanent symbol number of informant, file numbers, indexing symbols, etc.
- (11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on a unrelating memorandum which should contain the applicable items set forth on form FD-306.
- (12) Extraneous material should be kept to an absolute minimum. Informants should leave out such items as:
  - (a) Any reference concerning the Director and the Bureau
  - (b) References to other documents and statements submitted by the informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be furnished orally by informant to contacting Agent who will record the information in memorandum form for the informant file.

b. Furnished orally by informant

- (1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with the making of the oral statement by the informant to the Agent. The following items furnished by informant should be left out:
  - (a) Any reference concerning the Director and the Bureau
  - (b) References to other documents and statements submitted by the informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be recorded in memorandum form for the informant file.

- (2) Prepare on paper devoid of any Bureau markings or identification.
- (3) Date it at the top with the date the informant furnishes the information to the Agent. No other date is desired except the date of the meeting or activity which shall be set forth in the body of the statement.
- (4) Separate statements should be prepared for each meeting or each separate activity in which informants engage and should be dictated by the Agent as if the informant were preparing them himself.
- (5) The information, after being reduced to writing, should then be read promptly by the informant and acknowledged by him by affixing his code name on each page. In espionage and foreign nationality matters authentication by informants is necessary only where future prosecution is possible.

- (6) After informant authenticates his statement, contacting Agent should prepare a cover sheet, form FD-306, which should be stapled to it and thereafter the statement should be handled as a written one in accordance with instructions set out in 2, a, (10), and (11).
  - (7) Oral information furnished by informant purely of lead value should be incorporated in an office memorandum by the Agent and should not be initialed by the informant or exhibited to him or treated as evidence.
3. Transmission of information
    - a. Statements should be personally delivered to contacting Agent by informants whenever possible. Careful consideration should be given to full security of all such personal contacts.
    - b. They should never be mailed to field office or resident agency.
    - c. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
    - d. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory.
    - e. More than one informant may send statements to a specific post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of post office employees.
    - f. Envelope enclosing statement should have return address of another confidential post office box obtained under a fictitious name in the same manner as d.
    - g. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for any extended period of time.
    - h. When informant receives information of vital and immediate interest to Bureau, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication. Office should take any necessary action without delay.
  4. Handling of lead information
    - a. All lead information obtained from informant must be run out to a logical conclusion.
    - b. If there is only partial name of individual or meager descriptive data, and if there is sufficient data available to do so, file should be opened and assigned to effect an identification and to take any necessary action.
    - c. If there is insufficient information to warrant opening case, a tickler card should be prepared to follow with the informant and take other logical steps in an effort to obtain additional identifying data concerning the individual. Tickler cards should be restricted to information which would warrant investigation if an identity is established. This will eliminate inconsequential items, but at the same time definite steps must be taken to run out affirmative information. If no identification is made after reasonable effort, prepare memorandum for informant's subfile. If an identification is made, a file should be opened and any necessary action taken in connection therewith.
  5. Handling documentary material furnished by informants
    - a. Pamphlets and similar documentary material furnished by informants should have placed thereon the informant's code name.
    - b. Informant should affix date he received the material. If informant cannot recall date of receipt, the date he furnished material should be affixed.
    - c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material by Agents or clerical personnel.

- d. All such material should be transmitted in the same manner as statements furnished by informant.
- e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

#### H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS

1. Carefully handle and create basis for acquisition
  - a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.
  - c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.
2. Locating information to pass  
Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.
3. Obtaining Bureau authority  
Bureau authority must be obtained to pass any information in a double agent operation except:
  - a. Newspaper articles
  - b. Magazine articles
  - c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)
4. Retention of copies of passed material
  - a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.
  - b. Such material should be appropriately identified by the double agent.
  - c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.
  - d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.
  - e. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.

## I. SYMBOLS

## 1. Assigning numbers

- a. All informants should be designated by a permanent symbol number of which the Bureau must be advised. Once a number is assigned, it must not be subsequently reassigned to any other informant, source, or confidential technique, [regardless of type or designation.]
- b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.
- c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
- d. An additional cover name should be used by informant in signing his statements and in communications between the informant and the field office.
- e. Bureau should be advised of this cover name in addition to the permanent symbol.
- [f. The prefix of a symbol number is made up of the appropriate field office teletype abbreviation followed by the appropriate assigned number.
- g. The suffix of the symbol number will consist of the letter "S" to designate a security informant; the letters "PSI" to designate a potential security informant.
- h. Although an individual, confidential technique, or source may subsequently furnish information requiring a change in designation (e.g., from security to criminal or to racial, etc.), the number previously assigned will remain the same; however, the suffix is to be changed to the appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY 000-R).]

## 2. Communications - use of symbols

- a. After Bureau is advised of the permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
- b. In all communications after the initial letter, Bureau and field office file numbers for informant must be set forth.
- c. In communications between offices, the same procedure is to be followed.
- d. Informants and sources entering another division
  - (1) Active informants and sources entering another division on temporary basis for Bureau business or for personal reasons should be referred to in initial letter to interested office by true name and symbol number if it is necessary for the other division to know the identity of the informant. Office receiving such letter should make appropriate index cards and place same in "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
  - (2) Individuals who leave the division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name should be used in all administrative correspondence.
  - (3) If an informant is transferred to another office and remains active, his identity must still be protected.
- e. [Deleted]
- f. In communications concerning a potential security informant[when a symbol number is not assigned,]the name of the potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
- g. [Deleted]
- h. [Deleted]
- i. [Deleted]
- j. In espionage and foreign nationality matters the caption of the communication should show in addition a character and the country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing the mail at the Bureau.

## J. INDEXING

- 1. True names and aliases of all informants, as well as the cover name assigned to them for informants' use in submitting their statements, but not their permanent Bureau symbol numbers, shall be indexed in the general office indices in the same manner as any other name.
- 2. These index cards should show the file number of the informant and such terms as "Informant" or "Potential Security Informant" shall not appear.

## K. INDICES

- 1. Alphabetical name index and symbol number index
  - a. Alphabetical name index
    - (1) In all offices all active potential security and security informant cards are to be kept by the SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice. This is to be known as the alphabetical name index.
    - (2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.

- b. Symbol number index
  - (1) The same official as set out in 1a (1) above is to maintain the symbol number index. This index shall contain a card for each individual to whom a symbol number has been assigned.
  - (2) File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind the numerical symbol index.
- c. The above indices (alphabetical name index and symbol number index) shall not be available for review by Agents seeking informant help in connection with their cases.
- d. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by the official having custody of the cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of his activities and type of information he furnishes.
- 2. Index entitled "Informants and Sources in Other Divisions"
  - a. A separate index may be maintained for the use of Agents on informants and sources in other divisions who may be available for assistance.
  - b. If such index is maintained, a separate index card is to be prepared on each informant and source that has been furnished.
  - c. These cards should contain brief background data, together with the identity of the Bureau communication which contains the complete background data.
  - d. File these cards alphabetically by name and symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.
- 3. Agents' informative index
  - a. An Agents' informative index may be maintained by the same official as set out in 1a (1) above for the use of Agents on the type of informant coverage in the division.
  - b. File these cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
  - c. Behind each geographical location there should be a guide card indicating the type of information which can be furnished, such as Communist Party, Civil Rights Congress, Polish Activity, etc.
  - d. On this guide card set forth the symbol numbers of the informants and confidential sources who can provide this coverage.
  - e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.
  - f. When an individual can provide more than one type of information, his symbol or identity (if a potential informant, confidential source, panel source, or source of information without permanent symbol) should be set forth on as many cards as he can provide types of information.
  - g. These guide cards should show the above data and it is to be placed alongside the name and symbol number, as the case may be, of the contacting Agents to whom a request may be made for a specific check with the individual.
  - h. Also, there may be set forth on these guide cards symbol numbers of informants who move outside a division and who still are excellent sources regarding past activities. They should be declassified from informants to confidential sources or sources of information. If any such individual has moved from a division and is being utilized by the division to whom he has moved and has received a symbol number from the latter division, such designation should be indicated on the guide card.
  - i. The names or symbol numbers, as the case may be, of individuals contained in the index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on the appropriate guide cards in this index.

## 4. Currency and security

All indices shall be maintained in a current status at all times in a manner which provides tight security of the information and yet makes it easily available to Agents having a need thereof.

## L. INDEX CARDS

- [ 1. Index cards [(FD-348) shall be executed] for the alphabetical name index.
- [ 2. [Use form FD-348] for the symbol number index. [Execute only the following
- [ items:]

Symbol: File No:  
(Informant, potential  
informant, or confidential  
source)

Name:

- 3. Contacts with informants should not be posted on index cards since this information is shown in the informant's administrative file.

## M. INFORMANT FILES

## 1. Opening

- a. When active investigation is initiated relative to an individual who has potential as an informant or confidential source and he is not the subject of a security-type file, a 134 classification file should be opened and maintained in a pending status until efforts to develop the subject are discontinued.
- b. If an individual is the subject of a security case and after being interviewed with Bureau authority he indicates he is cooperative and has potentiality as an informant, a 134 file should be opened and maintained in a pending status while under development as a potential informant. In espionage and foreign nationality matters the existing file may be used rather than opening a new 134 file if this is practical and will reduce paper work.
- c. Individual files on all active informants should be maintained and carried as pending active cases.

## 2. Monthly administrative report

Files on potential informants and informants shall be included in the tabulations and calculations of delinquencies in the monthly administrative report.

## 3. Assignment and tickler cards

- a. Assignment and tickler cards should be maintained.
- b. The true name of informant is not to appear on the assignment and tickler cards.

4. Subfiles
  - a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
  - b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization

Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."
6. Channelizing memoranda - destruction of  
For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.
7. Dissemination of information  
Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.
8. Correspondence  
Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
  - a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
  - b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
  - c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
  - d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re  
From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238  
Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top



document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant

Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants

- a. Gifts should not be given to informants since such actions might be misconstrued.
- b. Relationship between Agents and informants shall be maintained on a businesslike basis.
- c. [Deleted]
- d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. SAC authority to pay informants

- a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to \$200 and totaling not more than \$200 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
- b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
- c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
- d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling \$200.

3. Payments on continuing basis - Bureau authority

- a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
- b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)

(1) Recommendation

(Use following wording as nearly as possible:

"I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to \$\_\_\_\_(amount) per \_\_\_\_ (month, week) for services, plus up to \$\_\_\_\_(amount) per \_\_\_\_ (month, week) for expenses actually incurred for a period of \_\_\_\_ months, effective \_\_\_\_ (date).")

- (2) Residence and employment (If no change since last justification letter, merely state "no change.")
- (3) Current membership and position held in subversive organizations
- (4) Summary of information furnished and/or services rendered during pertinent period
- (5) Amount paid for services and expenses by month  
(Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
- (6) Type and number of meetings attended and other activity
- (7) Number of written and oral statements submitted  
(List separately.)
- (8) Information furnished of unusual value
- (9) Approximate number of persons on whom informant furnished coverage and their importance
- (10) Steps being taken to advance informant
- (11) Stability and reliability  
(Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
- (12) Indoctrination against disclosure  
(State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
- (13) All necessary action taken on information furnished.
- (14) Miscellaneous  
(Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

- c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
- d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.
- e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.
- f. In order for this system to function properly, payment letters must be explicit.
- g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
- h. Discontinuance of payments  
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
- i. Extraordinary expenses  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. Four-month evaluation of informants not paid on Bureau authority  
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.
5. Receipts  
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
  - a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on a period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving the money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
  - e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.
6. Income tax returns
  - a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
  - b. Bureau income should be set forth [on the] Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
  - d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld: Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

[ e.] When an informant or former informant is initially considered as a potential witness in a Bureau case, determine whether he paid Federal and state taxes on the income he received from the Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling the situation.

7. Stipulation re payments made to witnesses

- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department a set of photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of photostats will be transmitted to the field office in whose territory the trial will take place. The office handling prosecution must determine from the Government attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:
  - (1) The correct, full name
  - (2) All aliases, code names, and symbol numbers
  - (3) The first date of contact by your office
  - (4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
  - (5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.
  - (6) A listing of any advances, refunds, and outstanding balances of advances
  - (7) The date of last contact by your office
  - (8) Whether the individual has been contacted by any other office
- b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.
- c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.
- d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.

8. Receipt of unemployment compensation

- a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

9. Handling money and property received by double agents

- a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
- b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.
- c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
- d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

O. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid under Bureau authority (not SAC authority) for services or expenses. If the confidential source has no symbol number, list his name.
2. Also list the symbol number of all security informants not paid under Bureau authority.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage provided by informants or sources who are not members, such fact should be shown relative to each unit.

Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

<u>Office</u>	<u>Dates</u>
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Columbia	" "
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jackson	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
Las Vegas	" "
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
St. Louis	June 15 and December 15
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Tampa	" "
Washington, D. C.	" "

## P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

## Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau [of the date] when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

such activities, the Bureau will consider placing him in contact with a reliable publisher, but it must be made clear to the informant that the Bureau will not sponsor or endorse any book or publication which he elects to write.

9. All payments to discontinued security informants and confidential sources must be made on a strict c.o.d. basis. Obtain Bureau authority before making any such payments. In requesting Bureau authority for payments of this type, submit complete details as to the information furnished by the discontinued informant or source in the past and what is to be expected of the informant or source in the future.
10. Once an informant is exposed in any manner whatsoever he is no longer to be carried as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.
11. When an office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to the office which originally handled the informant so that the file of the ex-informant will be as complete as possible.
12. When an informant has been discontinued for cause, such as unreliability, he should not be contacted in the future for information. If such an individual furnishes information it should be accepted, but in setting out the information in reports or communications use the individual's true name, together with an appropriate description of his reliability.
13. Remove flash notice per section F, 6.
14. Repeated use of the same discontinued informant as a witness at security trials and hearings should be avoided. Make an all-out effort to develop witnesses who can furnish the same testimony as that expected of previously used witnesses. Advise Bureau of any indication by Government attorneys that an informant-witness who has previously testified will be called upon for testimony at a subsequent trial or hearing and furnish your comments concerning possibility of supplanting the testimony of individual involved. Submit communication under appropriate case character.
15. Every effort should be made to prevent a discontinued informant from becoming involved in situations which may prove embarrassing to informant or the Government. Immediately after he testifies for the first time, a serious talk should be had with informant by the SAC in the presence of the Agent who handled the informant. This interview should be conducted in the field office and informant told that:
  - a. He will no longer be operated by the Bureau
  - b. Since he is a public figure, he will probably be contacted by representatives of the press, radio, and television for interviews and appearances
  - c. He may be sought as a witness by congressional committees, by the Immigration and Naturalization Service, and by state authorities
  - d. (Firmly stress.) In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish the statements, for if he does so he will wind up in serious trouble.

Advise Bureau results of such interview and comment on its possible effectiveness.

Be alert to the possibilities of former informant being contacted by representatives of publicity media and as a witness by congressional committees, INS, and state authorities. It will be the SAC's responsibility to know when a former informant is scheduled or is likely to appear at a hearing or make a public appearance of any kind. Prior thereto in each instance, former informant must be contacted and instructions above set forth reiterated by Agent who handled the informant. Emphasize to former informant that he must stick to the truth and make certain he can back up what he says, and if there is any deviation he



will be subjected to harassment, criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as a Government witness in a case which has not been finally adjudicated and decides in the affirmative, he should contact the USA for instructions. Advise Bureau of any such situations and the results of any interviews conducted.

- [ [16. Whenever contacting Agent feels a discontinued informant could cause embarrassment to the Bureau, arrangements should be made to have the former informant come to the field office where he will be personally met by the SAC. At that time, he should be impressed with the fact that his services were appreciated and were of considerable assistance to the security of the country and remind him that he signed an agreement when he was active as an informant to maintain his relation with the Bureau on a confidential basis. The SAC should stress the necessity for the informant to maintain this confidence.]

#### R. FURNISHING OF INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS conducts investigations of alien communists as required under the Immigration Act of 10-16-18, as amended. INS, in order to enforce this statute, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own cases and interests to make available information and witnesses where possible.
3. In this regard, if contacted by INS inquiring for informants and you have a discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to the Bureau, together with your recommendation.
4. The Bureau will then review all of the facts concerning such informant and advise as to whether or not his identity may be disclosed to INS.
5. Exercise care in recommending informants for disclosure to INS so that you will not find yourself without proper coverage.
6. Before any informant is turned over to INS, obtain informant's permission.

#### S. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that an informant or ex-informant furnished false information while an informant, advise Bureau by airmail of complete facts.
2. Set forth your suggestion relative to wording to be used in describing the informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with a review of all data furnished by the individual and label information from him accordingly.
4. All communications containing information from the informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify the cases individually by title and character, together with dates of communications containing the information.
6. If information was used in reports, corrective letters should be crystal clear and refer to the specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by the Bureau in accordance with part II, section 4, of the Manual of Rules and Regulations; corrective action should be called to the attention of other Bureau offices, outside agencies, and Bureau by letter.

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

## T. CLASSIFICATION - 134

## U. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
  - c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; [e.g., "Richard Roe, CS."] Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
  - d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
  - e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
  - a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
  - b. The symbol index is handled similarly to the symbol index on informants.
  - c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files  
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

## 5. Utilization

- a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
  - b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
  - c. Records of contacts with confidential sources who have pending files may be posted.
  - d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
  - e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
    - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
    - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
    - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
  - f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
- a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, 3b, for form of letter.
  - b. If the security source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
7. Gifts  
Gifts should not be given to sources since such actions might be misconstrued.
8. Discontinuance  
Advise Bureau [of the date] when confidential source is discontinued, and the reasons therefor.

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protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

[ 9. Handling money and property received by double agents

- [ a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
- [ b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name or number.
- [ c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
- [ d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.]

0. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

- 1. List the symbol numbers of all security informants and confidential sources being paid for services or expenses on a regular basis. If such confidential source has no symbol number, list his name.
- 2. Also list the symbol numbers of all unpaid security informants.
- 3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
- 4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

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A. DEFINITIONS

1. Security informant  
Individual actively engaged in obtaining and furnishing current information on security [or intelligence] matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal, that he is able to obtain and does provide current information of value; [or furnish pertinent foreign intelligence data of value on a regular basis.]
2. Potential security informant  
Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, [or is in a position to secure pertinent foreign intelligence data,] and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.
3. Double agent  
A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.
4. Confidential source  
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

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  - b. Persons interviewed in connection with security cases
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  - d. Bureau applicants as possible informants
  - e. Personal friends and contacts of Special Agents and other Bureau employees
  - f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Deleted
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

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10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
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18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

[C. [INTERVIEWS WITH AND DEVELOPMENT OF BACKGROUND ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES]

When a decision is made to consider a particular individual for informant purposes, background investigation must be conducted. [Extensive background investigation should not be conducted, however, until the individual has been interviewed and it has been determined he is willing to assist the Bureau. Obtain prior Bureau authority to interview whenever the restrictions imposed in section 87D, item 6b, (7), volume III, and section 105K, item 6b, (10), volume IV, relative to interviews apply. Background investigation should consist of the following:

1. Check of field office files for derogatory information
2. Discreet canvass of logical informants to ascertain if the [individual] is known to [them]
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4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain [any] record [he may have.]
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

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When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

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13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

#### C. INVESTIGATION OF POTENTIAL SECURITY INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. Discreet canvass of [logical] informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.



9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
- [ 16. Officials and employees of foreign establishments in the U. S.
- [ 17. Employees of the United Nations Secretariat
- [ 18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
- [ 19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)]

#### [C. INVESTIGATION OF POTENTIAL[SECURITY]INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. Discreet canvass of other informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
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11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
- [ 16. Officials and employees of foreign establishments in the U. S.
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- [ 18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
- [ 19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)]

## [C. INVESTIGATION OF POTENTIAL[SECURITY]INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. Discreet canvass of other informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
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6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

8. Potential security informants in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and desecro program, section 105K, 6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, and develop an individual as a potential informant.

D. INTERVIEWS AND DEVELOPMENT OF POTENTIAL SECURITY INFORMANTS

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to [designate] individual as a [Bureau-approved potential] security informant [and proceed with his development.]
2. When authority is granted by Bureau, steps should be taken to develop his potentiality and he should be made aware of Bureau policy.
3. Carefully plan initial interviews as to time and location to prevent any embarrassment to Bureau.
4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.
6. Advise Bureau of progress being made at least every four months. Letter concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis, should contain informative summary of information furnished during past four months, and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These letters should follow the form indicated under section 107N, 3b, but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.
7. Post records of contacts with potential informants so that the cases will not become delinquent.
8. During interviews with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.
9. Potential informant should have contacts, associates, or possibilities for engaging in activity through which he can obtain and furnish current information of Bureau interest in security field.
10. If individual does not have potential as above described but is willing to cooperate, consider indicating to him he can be of assistance if he places himself in a position where he may be able to obtain information of value. In this regard, address of local headquarters of subversive organizations or meeting places of subversive groups may be mentioned to the individual as places where it may be possible for him to obtain information if he so desires; also, it may be mentioned that if he subscribes to periodicals or frequents such places above mentioned, he may be approached or an interest may be shown in him which, if developed, would be the means whereby he could obtain information.
11. Inform potential informants who agree to assist the Bureau that such assistance must be strictly voluntary and they are to understand that there is no coercion or intimidation involved.

8. Potential security informants in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and descco program, section 105K, 6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, and develop an individual as a potential informant.

#### D. INTERVIEWS AND DEVELOPMENT OF POTENTIAL SECURITY INFORMANTS

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to develop individual as a security informant.
2. When authority is granted by Bureau, steps should be taken to develop his potentiality and he should be made aware of Bureau policy.
3. Carefully plan initial interviews as to time and location to prevent any embarrassment to Bureau.
4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
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9. Potential informant should have contacts, associates, or possibilities for engaging in activity through which he can obtain and furnish current information of Bureau interest in security field.
10. If individual does not have potential as above described but is willing to cooperate, consider indicating to him he can be of assistance if he places himself in a position where he may be able to obtain information of value. In this regard, address of local headquarters of subversive organizations or meeting places of subversive groups may be mentioned to the individual as places where it may be possible for him to obtain information if he so desires; also, it may be mentioned that if he subscribes to periodicals or frequents such places above mentioned, he may be approached or an interest may be shown in him which, if developed, would be the means whereby he could obtain information.
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D. INTERVIEWS AND DEVELOPMENT OF POTENTIAL SECURITY INFORMANTS

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to develop individual as a security informant.
2. When authority is granted by Bureau, steps should be taken to develop his potentiality and he should be made aware of Bureau policy.
3. Carefully plan initial interviews as to time and location to prevent any embarrassment to Bureau.
4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.
6. Advise Bureau of progress being made at least every four months. [Matters concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis, should contain informative summary of information furnished during past four months, and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These [letters should] follow the [form indicated] under section 107N, 3b, [but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.] (Refer to section 105K, 6h, (3), (b), volume IV, of this manual for exception to this rule in deseco matters.)
7. Post records of contacts with potential informants so that the cases will not become delinquent.
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1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to develop individual as a security informant.
2. When authority is granted by Bureau, steps should be taken to develop his potentiality and he should be made aware of Bureau policy.
3. Carefully plan initial interviews as to time and location to prevent any embarrassment to Bureau.
4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews[in their residences]should be conducted by two Agents[after specific approval of the]superior in the field office responsible for development of informants. [This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case,]potential informants should be contacted personally at least once every two weeks in the same manner as informants.
6. Advise Bureau of progress being made at least every four months. These progress letters should contain informative summary of information furnished during past four months and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These certifications may follow the wording suggested under section 107N,[3b, (11) and (12). (Refer to section 105K, 6h, (3), (b), volume IV, of this manual for exceptions to this rule in deseco matters.)]
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12. During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.
13. Specifically advise each potential informant that he is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon the informant.
14. Advise potential informant that his cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and by so doing the Bureau's investigative activity may be jeopardized. This must be thoroughly impressed upon the informant before you accept him as such. If the informant has a special problem which would require his revealing his relationship to his wife, etc., this should be learned from him during the initial interview and a recommendation made to the Bureau when the results of the interview are furnished. The special circumstances will be taken into consideration by the Bureau.
15. If a prospective informant is connected in any manner with a labor union, inform him that the Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on the infiltration in labor unions by subversive elements.
16. If the potential informant is a student, teacher, or has any similar relations with a school, college, or university, in his initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.
17. From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.
18. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility of using informant as a potential witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.]

#### E. BUREAU POLICY

1. Development of military personnel]  
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.
2. Contacts by designated Agents]  
Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated[to contact him.]
3. Divulging information to informant]  
No information should be divulged to[a potential]informant[or an informant] concerning any of the Bureau's investigative activity other than that which is essential to[his]proper operation.

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No information should be divulged to[a potential]informant[or an informant] concerning any of the Bureau's investigative activity other than that which is essential to[his]proper operation.



12. During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.
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16. If the potential informant is a student, teacher, or has any similar relations with a school, college, or university, in his initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.
17. From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.
18. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility of using informant as a potential witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.]

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- [1. Development of military personnel]  
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.
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Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated[to contact him.]
- [3. Divulging information to informant]  
No information should be divulged to[a potential]informant[or an informant] concerning any of the Bureau's investigative activity other than that which is essential to[his]proper operation.

12. During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.
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16. If the potential informant is a student, teacher, or has any similar relations with a school, college, or university, in his initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.
17. From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.
18. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility of using informant as a potential witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.]

#### E. BUREAU POLICY

- [1. Development of military personnel]  
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- [2. Contacts by designated Agents]  
Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated[to contact him.]
- [3. Divulging information to informant]  
No information should be divulged to[a potential]informant[or an informant] concerning any of the Bureau's investigative activity other than that which is essential to[his]proper operation.

## 4. [Recording investigative activity]

All investigative activity must be made a matter of record in the field office files with all sources of information being completely identified. Sources include all confidential informants - criminal or security. Agents must not have and use informants known only to the individual Agents personally.

## [F. INDOCTRINATION, [DIRECTION,] AND CONTROL OF [SECURITY] INFORMANTS

## [ 1. [Caution against divulging relationship]

- a. During initial development and consistently thereafter, impress upon informant the absolute necessity that he refrain from divulging through any media any information regarding his relationship with Bureau.
- b. These instructions must be properly worded and phrased to prevent any possibility Bureau's being accused of attempting to impose censorship.

## [ 2. [Developing additional background]

- a. During development of informant, additional data concerning his background should be continuously obtained from informant.
- b. After gaining informant's confidence, information will be elicited which may be pertinent to his operation and may have effect upon his retention, such as data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk as an informant.

## [ 3. [Handling indications of instability]

- a. Details of any indications of instability should be furnished to the Bureau immediately upon being obtained, with recommendations as to informant's continuance.
- b. Set forth the steps being taken to prevent any embarrassment to Bureau.

## [ 4. Contacts [by Agents]

- a. [Except in espionage and foreign nationality matters where the frequency of contact is dependent on the circumstances of each case,] informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks.
- b. If such frequent contacts cannot be established, obtain specific Bureau authority for an exception to this requirement [except in espionage and foreign nationality matters]. In requesting such exception, set forth all attendant circumstances.
- c. During each contact, informant's activities since previous contact should be carefully reviewed and the contacting Agent should make certain the informant has furnished in writing or verbally all information and data which he has obtained since the last contact. If additional or supplementary information is furnished during this contact with the informant, this information should be handled in the same manner as outlined in subsection G.
- d. Contacting Agent should become so well acquainted with informant that he will not breach the confidential relationship. If there is slightest indication informant may do so, Agent should be able to anticipate this action and forestall it.
- e. Contacting Agent should not only collect information but also direct informant, be aware of his activities, and maintain such close relationship that he knows how informant is thinking with regard to Bureau connection. This relationship should not be so reciprocal that informant obtains information concerning Agent or Agent's business, personal or official.
- f. Good judgment must prevail in handling informant to see he does not become too familiar with Agent and later cause embarrassment to Agent or Bureau by using for his own advantage such knowledge which he may obtain.
- g. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.

- h. Any arrangements for paying informant or personally contacting him must be specific and no doubt should be left in the minds of either the Agent or informant as to the methods of payment, amount, place, and time.
- i. Informants should be instructed to use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants the unlisted office telephone number for emergency communication. [This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.]
- j. Positive information received from informant should be the subject of a written statement by informant or a memorandum prepared by contacting Agent to be placed in the informant's subfile and appropriately channelized.
- k. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
  - l. The dates of negative contacts and file numbers of the cases involved must appear in informant's administrative file. Where a file has more than one subject, the name of the subject under inquiry should also be noted. Do not set forth title of the case involved on the form.
- m. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
- n. Alternate Agent should be designated for contacts with informant and former should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent in absence of Agent to whom informant is assigned.

## [ 5. [Checking reliability]

- a. Reliability of informants must be constantly checked.
- b. Consideration should be given to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
- c. Checks on reliability must be constantly reviewed during time informant is active.

## 6. Fingerprints

- a. After informant has been developed and unless some reason to the contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
- b. If informant refuses, do not force the issue.
- c. Informant's fingerprints, when obtained, should be forwarded as enclosure to FD-165 using applicant-type fingerprint card, form FD-258. This card should be properly executed showing subject's complete description, including date and place of birth. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.
- d. A flash notice is to be placed by the field in the files of the Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.
- e. When informant is discontinued, retain flash notice for one year following discontinuance. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.

## [ 7. [Control - statement of cooperation]

- a. Close control must be exercised over activities of informants and double agents in order to obtain maximum results in security cases and to prevent any possible embarrassment to Bureau.

- b. As means of obtaining closer control, obtain signed statement set out below whenever feasible and practical. In those instances in which it is not practical to secure a signed statement from an informant or double agent, advise Bureau of complete details. The SAC and the Agent handling the informant or double agent should determine the appropriate time in the informant's operation when the statement should be completed.

I, \_\_\_\_\_, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) \_\_\_\_\_

Witnessed: \_\_\_\_\_

- [8. Execution of party questionnaires]
- a.. Informants, particularly in Communist Party, oftentimes must execute "Party" questionnaires and in doing so should be instructed to be extremely careful not to jeopardize their position as informants.
  - b. If necessary, each item in questionnaire should be discussed with informant to be certain his identity as informant is protected.
- [9. Informant's activity in organizations]
- a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.
  - b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of the organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.
  - c. Changes in the organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of the motivation behind such changes, but be certain opinions and suggestions given are labeled as such.
  - d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but at the same time they should be cautioned to do so in such a manner as to avoid suspicion.
- [10. Transfer of informants to other areas]
- a.. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
  - b. Keep in mind over-all coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, by all means encourage him to do so in order to provide a wider coverage for the Bureau's work.
- [11. Action by informant when uncovered]
- a. If informant is uncovered by subversive elements, he should be instructed to defend himself vigorously and demand proof of his informant activity.
  - b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse the issue to the point where his services may not be lost. This procedure should be carefully handled and each situation considered on its merits.
  - c. In some cases it may be necessary for informant to acquiesce to charges of deviation from the strict discipline of the organization involved, as by so doing he may cast off suspicion.

## [ [12. Requests of informant to help defend others]

- a. If a security informant is requested by the Communist Party, communists being prosecuted by the Government, or by other interested parties to assist in the preparation of the defense in subversive-type cases or receives assignment where such information is readily available, informant should tactfully decline such assignments.
- b. Any such request received by informant should be reported immediately to the contacting Agent and made a matter of record.
- c. If the informant cannot avoid becoming involved, he should be instructed not to report to the contacting Agent any information pertaining to defense plans or strategy.
- d. Any such incident must be reported promptly to the Bureau.

## G. INFORMANTS' INFORMATION

## [ 1. General instructions[re oral and written information]

- a. Instructions regarding preparation, submission, and handling of information received from informants apply not only to security informants but also to potential security informants, panel sources, security confidential sources, and security sources of information.
- b. Specific instructions and guidance must be given to informants concerning preparation of statements containing their information.
- c. They should be submitted as quickly as possible after a meeting or activity.
- d. Written statements should be submitted whenever possible, but if such cannot be done information may be provided orally. [In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)]
- e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
- f. All information furnished by informants orally or in writing must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."
- g. Prior to any prosecution or administrative hearing, advise the trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. The trial attorney will thus be prepared in the event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.
- h. See subsection M for instructions regarding filing informant statements.

## [ 2. Recording[written and oral information]

- a. Written by informant
  - (1) May be in handwriting or hand printing of informant or typed.
  - (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
  - (3) Prepare on paper devoid of any Bureau markings or identification.
  - (4) Date when informant prepares statement should be placed at the top of it.
  - (5) All information obtained by informants regarding each meeting or each separate activity in which they engage should be submitted in one statement whether the information is of evidentiary or intelligence value.

- (6) Informants should include in the body of their statements specific dates and places; purpose of the meeting or activity being related; identities of speakers and persons present, plus their known status in any group; specific activity engaged in by each individual present; and comments made by each individual.
- (7) Informant should identify each page at the bottom by affixing his code name. Any corrections, erasures, changes, or additions should be identified [by informant affixing his code name or the initials of his code name.]
- (8) Agents' names should never appear on any page.
- (9) Informant should refer to himself in the body of the statement by his true name and he should use the third person.
- (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., thereto, nor should he place any markings thereon, such as his initials, date of receipt from informant, permanent symbol number of informant, file numbers, indexing symbols, etc.
- (11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on a channelizing memorandum which should contain the applicable items set forth on form FD-306.
- (12) Extraneous material should be kept to an absolute minimum. Informants should leave out such items as:
  - (a) Any reference concerning the Director and the Bureau
  - (b) References to other documents and statements submitted by the informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be furnished orally by informant to contacting Agent who will record the information in memorandum form for the informant file.

b. Furnished orally by informant

- (1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with the making of the oral statement by the informant to the Agent. The following items furnished by informant should be left out:
  - (a) Any reference concerning the Director and the Bureau
  - (b) References to other documents and statements submitted by the informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant.

These data should be recorded in memorandum form for the informant file.

- (2) Prepare on paper devoid of any Bureau markings or identification.
- (3) Date it at the top with the date the informant furnishes the information to the Agent. No other date is desired except the date of the meeting or activity which shall be set forth in the body of the statement.
- (4) Separate statements should be prepared for each meeting or each separate activity in which informants engage and should be dictated by the Agent as if the informant were preparing them himself.
- (5) The information, after being reduced to writing, should then be read promptly by the informant and acknowledged by him by affixing his code name on each page. In espionage and foreign nationality matters authentication by informants is necessary only where future prosecution is possible.

- (6) Informants should include in the body of their statements specific dates and places; purpose of the meeting or activity being related; identities of speakers and persons present, plus their known status in any group; specific activity engaged in by each individual present; and comments made by each individual.
- (7) Informant should identify each page at the bottom by affixing his code name. Any corrections, erasures, changes, or additions should be similarly identified.
- (8) Agents' names should never appear on any page.
- (9) Informant should refer to himself in the body of the statement by his true name and he should use the third person.
- (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., thereto, nor should he place any markings thereon, such as his initials, date of receipt from informant, permanent symbol number of informant, file numbers, indexing symbols, etc.
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  - (a) Any reference concerning the Director and the Bureau
  - (b) References to other documents and statements submitted by the informant
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These data should be recorded in memorandum form for the informant file.

- (2) Prepare on paper devoid of any Bureau markings or identification.
- (3) Date it at the top with the date the informant furnishes the information to the Agent. No other date is desired except the date of the meeting or activity which shall be set forth in the body of the statement.
- (4) Separate statements should be prepared for each meeting or each separate activity in which informants engage and should be dictated by the Agent as if the informant were preparing them himself.
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- (7) Informant should identify each page at the bottom by affixing his code name or code symbol (not his permanent symbol number or true name). Any corrections, erasures, changes, or additions should be similarly identified.
- (8) Agents' names should never appear on any page.
- (9) Informant should refer to himself in the body of the statement by his true name and he should use the third person.
- (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., thereto, nor should he place any markings thereon, such as his initials, date of receipt from informant, permanent symbol number of informant, file numbers, indexing symbols, etc.
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- (2) Prepare on paper devoid of any Bureau markings or identification.
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- (5) The information, after being reduced to writing, should then be read promptly by the informant and acknowledged by him by affixing his code name or code symbol on each page. [In espionage and foreign nationality matters authentication by informants is necessary only where future prosecution is possible.]

- (6) After informant authenticates his statement, contacting Agent should prepare a cover sheet, form FD-306, which should be stapled to it and thereafter the statement should be handled as a written one in accordance with instructions set out in 2, a, (10), and (11).
  - (7) Oral information furnished by informant purely of lead value should be incorporated in an office memorandum by the Agent and should not be initialed by the informant or exhibited to him or treated as evidence.
3. Transmission of information
    - a. Statements should be personally delivered to contacting Agent by informants whenever possible. Careful consideration should be given to full security of all such personal contacts.
    - b. They should never be mailed to field office or resident agency.
    - c. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
    - d. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory.
    - e. More than one informant may send statements to a specific post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of post office employees.
    - f. Envelope enclosing statement should have return address of another confidential post office box obtained under a fictitious name in the same manner as d.
    - g. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for any extended period of time.
    - h. When informant receives information of vital and immediate interest to Bureau, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication. Office should take any necessary action without delay.
  4. Handling of lead information
    - a. All lead information obtained from informant must be run out to a logical conclusion.
    - b. If there is only partial name of individual or meager descriptive data, and if there is sufficient data available to do so, file should be opened and assigned to effect an identification and to take any necessary action.
    - c. If there is insufficient information to warrant opening case, a tickler card should be prepared to follow with the informant and take other logical steps in an effort to obtain additional identifying data concerning the individual. Tickler cards should be restricted to information which would warrant investigation if an identity is established. This will eliminate inconsequential items, but at the same time definite steps must be taken to run out affirmative information. If no identification is made after reasonable effort, prepare memorandum for informant's subfile. If an identification is made, a file should be opened and any necessary action taken in connection therewith.
  5. Handling documentary material furnished by informants
    - a. Pamphlets and similar documentary material furnished by informants should have placed thereon the informant's code name.
    - b. Informant should affix date he received the material. If informant cannot recall date of receipt, the date he furnished material should be affixed.
    - c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols etc., should be placed on documentary material by Agents or clerical personnel.

- (6) After informant authenticates his statement, contacting Agent should prepare a cover sheet, form FD-306, which should be stapled to it and thereafter the statement should be handled as a written one in accordance with instructions set out in 2, a, (10), and (11).
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- d. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory.
- e. More than one informant may send statements to a specific post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of post office employees.
- f. Envelope enclosing statement should have return address of another confidential post office box obtained under a fictitious name in the same manner as d.
- g. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for any extended period of time.
- h. When informant receives information of vital and immediate interest to Bureau, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication. Office should take any necessary action without delay.

### 4. Handling of lead information

- a. All lead information obtained from informant must be run out to a logical conclusion.
- b. If there is only partial name of individual or meager descriptive data, and if there is sufficient data available to do so, file should be opened and assigned to effect an identification and to take any necessary action.
- c. If there is insufficient information to warrant opening case, a tickler card should be prepared to follow with the informant and take other logical steps in an effort to obtain additional identifying data concerning the individual. Tickler cards should be restricted to information which would warrant investigation if an identity is established. This will eliminate inconsequential items, but at the same time definite steps must be taken to run out affirmative information. If no identification is made after reasonable effort, prepare memorandum for informant's subfile. If an identification is made, a file should be opened and any necessary action taken in connection therewith.

### 5. Handling documentary material furnished by informants

- a. Pamphlets and similar documentary material furnished by informants should have placed thereon the informant's code name.
- b. Informant should affix date he received the material. If informant cannot recall date of receipt, the date he furnished material should be affixed.
- c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material by Agents or clerical personnel.

- (6) After informant authenticates his statement, contacting Agent should prepare a cover sheet, form FD-306, which should be stapled to it and thereafter the statement should be handled as a written one in accordance with instructions set out in 2, a, (10), and (11).
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- a. Statements should be personally delivered to contacting Agent by informants whenever possible. Careful consideration should be given to full security of all such personal contacts.
- b. They should never be mailed to field office or resident agency.
- c. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
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5. [Handling documentary]material furnished[by informants]

- a. Pamphlets and similar documentary material furnished by informants should have placed thereon the informant's code name or code symbol (not his true name or his permanent symbol number).
- b. Informant should affix date he received the material. If informant cannot recall date of receipt, the date he furnished material should be affixed.
- c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material by Agents or clerical personnel.

- d. All such material should be transmitted in the same manner as statements furnished by informant.
- e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

#### H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS

- 1. Carefully handle and create basis for acquisition
  - a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.
  - c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.
- 2. Locating information to pass  
Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.
- 3. Obtaining Bureau authority  
Bureau authority must be obtained to pass any information in a double agent operation except:
  - a. Newspaper articles
  - b. Magazine articles
  - c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)
- 4. Retention of copies of passed material
  - a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.
  - b. Such material should be appropriately identified by the double agent.
  - c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.
  - d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.
  - e. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.

#### I. SYMBOLS

- 1. Assigning numbers
  - a. All informants should be designated by a permanent symbol number of which the Bureau must be advised. Once a symbol number is assigned, it must not be subsequently reassigned [to any other security, racial, or criminal informant or source or confidential technique].
  - b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.
  - c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
  - d. An additional cover name should be used by informant in signing his statements and in communications between the informant and the field office.
  - e. Bureau should be advised of this cover name in addition to the permanent symbol.

- d. All such material should be transmitted in the same manner as statements furnished by informant.
- e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

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  - c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)
- 4. Retention of copies of passed material
  - a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.
  - b. Such material should be appropriately identified by the double agent.
  - c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.
  - d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.
  - e. It is not necessary to retain copies of build-up material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.

#### I. SYMBOLS

- 1. Assigning numbers
  - a. All informants should be designated by a permanent symbol number of which the Bureau must be advised. Once a symbol number is assigned, it must not subsequently be reassigned to another [individual.]
  - b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.
  - c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
  - d. An additional cover name should be used by informant in signing his statements and in communications between the informant and the field office.
  - e. Bureau should be advised of this cover name in addition to the permanent symbol.

- d. All such material should be transmitted in the same manner as statements furnished by informant.
- e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

#### H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS

- 1. Carefully handle and create basis for acquisition
  - a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.
  - c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.
- 2. Locating information to pass  
Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.
- 3. Obtaining Bureau authority  
Bureau authority must be obtained to pass any information in a double agent operation except:
  - a. Newspaper articles
  - b. Magazine articles
  - c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)
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## 2. Communications - use of symbols

- a. After Bureau is advised of the permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
- b. In all communications after the initial letter, Bureau and field office file numbers for informant must be set forth.
- c. In communications between offices, the same procedure is to be followed.
- d. Informants and sources entering another division
  - (1) Active informants and sources entering another division on temporary basis for Bureau business or for personal reasons should be referred to in initial letter to interested office by true name and symbol number if it is necessary for the other division to know the identity of the informant. Office receiving such letter should make appropriate index cards and place same in "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
  - (2) Individuals who leave the division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name should be used in all administrative correspondence.
  - (3) If an informant is transferred to another office and remains active, his identity must still be protected.
- e. In communications, the teletype abbreviation for the field office, symbol, and letter suffix "S" shall be shown to identify the informant; e.g., "NY 000-S."
- f. In communications concerning a potential security informant, the name of the potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
- g. Similarly, in communications relative to confidential sources, the abbreviation "CS" should be used; e.g., "Richard Roe, CS."
- h. When symbol numbers are assigned to potential security informants, the designation should be as follows: "LA 000-PSI."
- i. In communications relative to a confidential source having a permanent symbol number, the following should be used: "CS LA 000-S."
- j. In espionage and foreign nationality matters the caption of the communication should show in addition a character and the country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing the mail at the Bureau.

## J. INDEXING

- 1. True names and aliases of all informants, as well as the cover name assigned to them for informants' use in submitting their statements, but not their permanent Bureau symbol numbers, shall be indexed in the general office indices in the same manner as any other name.
- 2. These index cards should show the file number of the informant and such terms as "Informant" or "Potential Security Informant" shall not appear.

## K. INDICES

- 1. Alphabetical name index and symbol number index
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    - (2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.

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    - (2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.

## b. Symbol number index

- (1) The same official as set out in 1a (1) above is to maintain the symbol number index. This index shall contain a card for each individual to whom a symbol number has been assigned.
- (2) File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind the numerical symbol index.

c. The above indices (alphabetical name index and symbol number index) shall not be available for review by Agents seeking informant help in connection with their cases.

d. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by the official having custody of the cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of his activities and type of information he furnishes.

## 2. Index entitled "Informants and Sources in Other Divisions"

- a. A separate index may be maintained for the use of Agents on informants and sources in other divisions who may be available for assistance.
- b. If such index is maintained, a separate index card is to be prepared on each informant and source that has been furnished.
- c. These cards should contain brief background data, together with the identity of the Bureau communication which contains the complete background data.
- d. File these cards alphabetically by name and symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.

## 3. Agents' informative index

- a. An Agents' informative index may be maintained by the same official as set out in 1a (1) above for the use of Agents on the type of informant coverage in the division.
- b. File these cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
- c. Behind each geographical location there should be a guide card indicating the type of information which can be furnished, such as Communist Party, Civil Rights Congress, Polish Activity, etc.
- d. On this guide card set forth the symbol numbers of the informants and confidential sources who can provide this coverage.
- e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.
- f. When an individual can provide more than one type of information, his symbol or identity (if a potential informant, confidential source, panel source, or source of information without a permanent symbol) should be set forth on as many guide cards as he may provide types of information.
- g. These guide cards should show the above data and it is permissible to place alongside the name or symbol number, as the case may be, the names of the contacting Agents to whom a request may be made for a specific check with the individual.
- h. Also, there may be set forth on these guide cards symbol numbers of informants who move outside a division and who still may be excellent sources regarding past activities. They should be declassified from informants to confidential sources or sources of information. If any such individual has moved from a division and is being utilized by the division to which he has moved and has received a symbol number from the latter division, such designation should be indicated on the guide card.
- i. The names or symbol numbers, as the case may be, of individuals contained in the index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on the appropriate guide cards in this index.

4. [Currency and security]

All indices shall be maintained in a current status at all times in a manner which provides tight security of the information and yet makes it easily available to Agents having a need thereof.

L. INDEX CARDS

1. Index cards (3 by 5 inches) for the alphabetical name index shall be prepared as follows:

Name:	Symbol No:
(Informant, potential informant, or confidential source)	
Residence:	File No:
Telephone Number:	
Business:	
Telephone Number:	
Type of Information:	
Contacting Agent:	
Alternate Agent:	

2. Index cards (3 by 5 inches) for the symbol number index shall be prepared as follows:

Symbol:	File No:
(Informant, potential informant, or confidential source)	

Name:

3. Contacts with informants should not be posted on index cards since this information is[shown]in the informant's administrative file.

M. INFORMANT FILES

1. [Opening]

- a. When active investigation is initiated relative to an individual who has potential as an informant or confidential source and he is not the subject of a security-type file, a 134 classification file should be opened and maintained in a pending status until efforts to develop the subject are discontinued.
- b. If an individual is the subject of a security case and after being interviewed with Bureau authority he indicates he is cooperative and has potentiality as an informant, a 134 file should be opened and maintained in a pending status while under development as a potential informant.  
[In espionage and foreign nationality matters the existing file may be used rather than opening a new 134 file if this is practical and will reduce paper work.]
- c. Individual files on all active informants should be maintained and carried as pending active files.

2. [Monthly administrative report]

Files on potential informants and informants shall be included in the tabulations and calculations of delinquencies in the monthly administrative report.

3. [Assignment and tickler cards]

- a. Assignment and tickler cards should be maintained.
- b. The true name of informant is not to appear on the assignment and tickler cards.

## 4. Subfiles

- a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
- b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

## 5. Channelization

Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."

## 6. Channelizing memoranda - destruction of

For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.

## 7. Dissemination of information

Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.

## 8. Correspondence

Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

## 9. Maintenance of files

- a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
- b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
- c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
- d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

## 10. Use of informant by Department - filing correspondence re

From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.

## 11. Form FD-238

Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

4. Subfiles
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6. Channelizing memoranda - destruction of following submission of reports in security cases
 

For instructions concerning the destruction of channelizing memoranda in security cases following submission of reports, see [Manual of Rules and Regulations.]
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  - b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
  - c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
  - d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re

From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238

Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

## 4. [Subfiles]

- a. A subfile is required on each informant who submits statements, written or oral, [except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution.] The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
- b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

## 5. [Channelization]

Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."

## 6. [Dissemination of information]

Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions [showing] the subject matter of the information.

## 7. [Correspondence]

Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

## 8. [Maintenance of files]

- a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
- b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
- c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
- d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

## 9. [Use of informant by Department - filing correspondence re]

From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence [showing] this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.

## 10. [Form FD-238]

Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

document in the pertinent informant file and not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

[ 12.] Bulky material submitted by informant

Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants

- a. Gifts should not be given to informants since such actions might be misconstrued.
- b. Relationship between Agents and informants shall be maintained on a businesslike basis.
- c. Expenditures for gifts to informants will not be approved as blue slip items.
- d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. SAC authority to pay informants

- a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to \$200 and totaling not more than \$200 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
- b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
- c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
- d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling \$200.

3. Payments on continuing basis - Bureau authority

- a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
- b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown.  
(In espionage and foreign nationality matters, use subheadings where applicable.)

(1) Recommendation

(Use following wording as nearly as possible:

"I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to \$\_\_\_\_(amount) per\_\_\_\_(month, week) for services, plus up to \$\_\_\_\_(amount) per\_\_\_\_(month, week) for expenses actually incurred for a period of \_\_\_\_months, effective \_\_\_\_ (date).")

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

[ 12.] Bulky material submitted by informant

Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

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- b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
- c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass - intelligently such blue slips for payment.
- d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling \$200.

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(Use following wording as nearly as possible:

"I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to \$\_\_\_\_(amount) per\_\_\_\_(month, week) for services, plus up to \$\_\_\_\_(amount) per\_\_\_\_(month, week) for expenses actually incurred for a period of \_\_\_\_months, effective \_\_\_\_ (date).")

document in the pertinent informant file and is not to be serialized.  
 [If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.]

11. [Bulky material submitted by informant]

Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

[N. PAYMENTS[TO INFORMANTS AND HANDLING MONEY RECEIVED]

1. [No gifts to informants]

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- b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
- c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
- d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling \$200.

3. [Payments on continuing basis - Bureau authority]

- a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
- b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings[shown.]  
 [(In espionage and foreign nationality matters, use subheadings where applicable.)]  
 (1) Recommendation  
 (Use following wording as nearly as possible:  
 "I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to \$\_\_\_\_(amount) per\_\_\_\_(month, week) for services, plus up to \$\_\_\_\_(amount) per\_\_\_\_(month, week) for expenses actually incurred for a period of \_\_\_\_months, effective \_\_\_\_ (date).")

- (2) Residence and employment (If no change since last justification letter, merely state "no change.")
- (3) Current membership [and position held] in subversive organizations [(When justification is submitted for racial informants, substitute the word "racial" for the word "subversive.")]
- (4) Summary of information furnished and/or services rendered during pertinent period
- (5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
- (6) Type and number of meetings attended and other activity
- (7) Number of written and oral statements submitted (List separately.)
- (8) Information furnished of unusual value
- (9) Approximate number of persons on whom informant furnished coverage and their importance
- (10) Steps being taken to advance informant
- (11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
- (12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
- (13) All necessary action taken on information furnished
- (14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

- c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
- d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.
- e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.
- f. In order for this system to function properly, payment letters must be explicit.
- g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
- h. Discontinuance of payments If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
- i. Extraordinary expenses In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

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- (2) Residence and employment (If no change since last justification letter, merely state "no change.")
- (3) Current membership [and position held] in subversive organizations [(When justification is submitted for racial informants, substitute the word "racial" for the word "subversive.")]
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If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
- i. Extraordinary expenses  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

- (2) Residence and employment (If no change since last justification letter, merely state "no change.")
- (3) Current membership [and position held] in subversive organizations [(When justification is submitted for racial informants, substitute the word "racial" for the word "subversive.")]
- (4) Summary of information furnished and/or services rendered during pertinent period
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- (7) Number of written and oral statements submitted (List separately.)
- (8) Information furnished of unusual value
- (9) Approximate number of persons on whom informant furnished coverage and their importance
- (10) Steps being taken to advance informant
- (11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
- (12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
- (13) All necessary action taken on information furnished
- (14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

- c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
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- g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
- h. Discontinuance of payments  
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
- i. Extraordinary expenses  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

- (2) Residence and employment (If no change since last justification letter, merely state "no change.")
- (3) Current membership in subversive organizations
- (4) Summary of information furnished and/or services rendered during pertinent period
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- (6) Type and number of meetings attended and other activity
- (7) Number of written and oral statements submitted (List separately.)
- (8) Information furnished of unusual value
- (9) Approximate number of persons on whom informant furnished coverage and their importance
- (10) [Steps being taken to advance informant]
- (11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
- (12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
- (13) All necessary action taken on information furnished
- (14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

- c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
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- g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
- h. Discontinuance of payments  
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
- i. Extraordinary expenses  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

- (2) Residence and employment (If no change since last justification letter, merely state "no change.")
- (3) Current membership in subversive organizations
- (4) Summary of information furnished and/or services rendered during pertinent period
- (5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
- (6) Type and number of meetings attended and other activity
- (7) Number of written and oral statements submitted (List separately.)
- (8) Information furnished of unusual value
- (9) Approximate number of persons on whom informant furnished coverage and their importance
- (10) Informant's potential for advancement
- (11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
- (12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
- (13) All necessary action taken on information furnished
- (14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

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- g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
- h. [Discontinuance of payments]  
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
- i. [Extraordinary expenses]  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. Four-month evaluation of informants not paid on Bureau authority  
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.
5. Receipts  
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
  - a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on a period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving the money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
  - e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.
6. Income tax returns
  - a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
  - [b.] Bureau income should be set forth under item 5 on page one of the Federal income tax return, form 1040, and explained under part V, [3,] schedule B, of the return as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - [c.] If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
  - d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.]

4. Four-month evaluation of informants not paid on Bureau authority  
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.
5. Receipts  
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
  - a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on a period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving the money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
  - e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.
6. Income tax returns
  - a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
  - b. Since all informants are considered independent contractors, the income they receive from the Bureau is self-employment income but, since the Bureau does not consider their activity as the carrying on of a trade or business, they may consider dispensing with the filing of a schedule C as part of form 1040 if they so desire.
  - c. The informant's own personal situation, however, should be taken into consideration as he may receive income from other sources as an independent contractor which would require the deduction of self-employment tax, regardless of any Bureau income he may receive.
  - d. In considering the filing of a tax on self-employment income, such a return is based upon net earnings from self-employment of \$400 or more. If an informant receives less than \$400 from the Bureau and has no other self-employment income, this money in any event is not subject to the self-employment tax. If the informant receives \$4800 or more from outside employment subject to Social Security tax, again the self-employment tax requirements do not apply.
  - e. Bureau income should be set forth under item [5] on part one of the Federal income tax return, form 1040, and explained as [part of schedule B,] of the return as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

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If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.
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  - a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on a period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving the money
  - c. [Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.]
  - [e.] When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.
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  - b. Since all informants are considered independent contractors, the income they receive from the Bureau is self-employment income but, since the Bureau does not consider their activity as the carrying on of a trade or business, they may consider dispensing with the filing of a schedule C as part of form 1040 if they so desire.
  - c. The informant's own personal situation, however, should be taken into consideration as he may receive income from other sources as an independent contractor which would require the deduction of self-employment tax, regardless of any Bureau income he may receive.
  - d. In considering the filing of a tax on self-employment income, such a return is based upon net earnings from self-employment of \$400 or more. If an informant receives less than \$400 from the Bureau and has no other self-employment income, this money in any event is not subject to the self-employment tax. If the informant receives \$4800 or more from outside employment subject to Social Security tax, again the self-employment tax requirements do not apply.
  - e. Bureau income should be set forth under item 10 on page one of the Federal income tax return, form 1040, as "Other Income" and explained under schedule H(3) on page three of the return as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

4. Four-month evaluation of informants not paid on Bureau authority  
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth[UACB.] In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.

5. Receipts

When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so.

- a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.

- b. Receipts should clearly show:

- (1) Date on which payment was made
- (2) Period for which made when informant is paid on a period basis
- (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
- (4) Name of Agent making payment
- (5) Signature of person receiving the money

- c. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

6. Income tax returns

- a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
- b. Since all informants are considered independent contractors, the income they receive from the Bureau is self-employment income but, since the Bureau does not consider their activity as the carrying on of a trade or business, they may consider dispensing with the filing of a schedule C as part of form 1040 if they so desire.
- c. The informant's own personal situation, however, should be taken into consideration as he may receive income from other sources as an independent contractor which would require the deduction of self-employment tax, regardless of any Bureau income he may receive.
- d. In considering the filing of a tax on self-employment income, such a return is based upon net earnings from self-employment of \$400 or more. If an informant receives less than \$400 from the Bureau and has no other self-employment income, this money in any event is not subject to the self-employment tax. If the informant receives \$4800 or more from outside employment subject to Social Security tax, again the self-employment tax requirements do not apply.
- e. Bureau income should be set forth under item 10 on page one of the Federal income tax return, form 1040, as "Other Income" and explained under schedule H(3) on page three of the return as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.



## [ 4. [Four-month evaluation of informants not paid on Bureau authority]

If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth.

[In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.]

## 5. Receipts

When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so.

a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.

b. Receipts should clearly show:

- (1) Date on which payment was made
- (2) Period for which made when informant is paid on a period basis
- (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
- (4) Name of Agent making payment
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c. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

## 6. Income tax returns

a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.

b. Since all informants are considered independent contractors, the income they receive from the Bureau is self-employment income but, since the Bureau does not consider their activity as the carrying on of a trade or business, they may consider dispensing with the filing of a schedule C as part of form 1040 if they so desire.

c. The informant's own personal situation, however, should be taken into consideration as he may receive income from other sources as an independent contractor which would require the deduction of self-employment tax, regardless of any Bureau income he may receive.

d. In considering the filing of a tax on self-employment income, such a return is based upon net earnings from self-employment of \$400 or more. If an informant receives less than \$400 from the Bureau and has no other self-employment income, this money in any event is not subject to the self-employment tax. If the informant receives \$4800 or more from outside employment subject to Social Security tax, again the self-employment tax requirements do not apply.

e. Bureau income should be set forth under item 10 on page one of the Federal income tax return, form 1040, as "Other Income" and explained under schedule H(3) on page three of the return as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

- f. If the informant receives from outside employment less than \$4800, all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and \$4800.
  - g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.
  - [h. When an informant or former informant is initially considered as a potential witness in a Bureau case, determine whether he paid Federal and state taxes on the income he received from the Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling the situation.]
7. Stipulation re payments made to witnesses
- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department a set of Photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of Photostats will be transmitted to the field office in whose territory the trial will take place. The office handling prosecution must determine from the Government attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:
    - (1) The correct, full name
    - (2) All aliases, code names, and symbol numbers
    - (3) The first date of contact by your office
    - (4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
    - (5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.
    - (6) A listing of any advances, refunds, and outstanding balances of advances
    - (7) The date of last contact by your office
    - (8) Whether the individual has been contacted by any other office
  - b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.
  - c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.
  - d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.
8. Receipt of unemployment compensation
- a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office will determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

- f. If the informant receives from outside employment less than \$4800, all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and \$4800.
- g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.
7. Stipulation re payments made to witnesses
- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department [a set of Photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of Photostats will be transmitted to the field office in whose territory the trial will take place.] The office handling prosecution must determine from the [Government] attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:
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  - (5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses.  
[Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.]
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- b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.
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- b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to

- f. If the informant receives from outside employment less than \$4800, all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and \$4800.
- g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.
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    - (5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses.  
[Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.]
    - (6) A listing of any advances, refunds, and outstanding balances of advances
    - (7) The date of last contact by your office
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  - b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.
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  - a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.
  - b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to

- f. If the informant receives from outside employment less than \$4800, all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and \$4800.
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- (1) The correct, full name
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  - (4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments.
  - (5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses.  
[Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.]
  - (6) A listing of any advances, refunds, and outstanding balances of advances
  - (7) The date of last contact by your office
  - (8) Whether the individual has been contacted by any other office
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- d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.
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- a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.
- b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to

- f. If the informant receives from outside employment less than[\$4800,] all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and[\$4800.]
  - g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.
7. Stipulation re payments made to witnesses
- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department tabulations of payments made to such prospective witnesses. The office handling prosecution must determine from the departmental attorneys what individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:
    - (1) The correct, full name
    - (2) All aliases, code names, and symbol numbers
    - (3) The first date of contact by your office
    - (4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
    - (5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses
    - (6) A listing of any advances, refunds, and outstanding balances of advances
    - (7) The date of last contact by your office
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  - b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.
  - c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.
  - d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.
8. Receipt of unemployment compensation
- a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.
  - b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to

- b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.
- 9. Handling money and property received by double agents
  - a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
  - b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.
  - c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
  - d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

#### O. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid under Bureau authority (not SAC authority) for services or expenses. If the confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all security informants not paid under Bureau authority.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

9. Handling money and property received by double agents

- a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
- b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.
- c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
- d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

10. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid under [Bureau authority (not SAC authority)] for services or expenses. If [the] confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all security informants [not paid under Bureau authority.]
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquart City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

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A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid for services or expenses on a regular basis. If such confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all unpaid security informants.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

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- b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name or number.
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5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates
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Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
[ Jackson	" " ]
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
Las Vegas	" "
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
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Pittsburgh	" "
Portland	" "
Richmond	" "
St. Louis	June 15 and December 15
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## P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

## Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau [of the date] when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

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1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. The symbol number shall not be subsequently reassigned to another informant. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section[69F, volume III, of this manual.]
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

## P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

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5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section[69F, volume III, of this manual.]
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such activities, the Bureau will consider placing him in contact with a reliable publisher, but it must be made clear to the informant that the Bureau will not sponsor or endorse any book or publication which he elects to write.

9. All payments to discontinued security informants and confidential sources must be made on a strict c.o.d. basis. Obtain Bureau authority before making any such payments. In requesting Bureau authority for payments of this type, submit complete details as to the information furnished by the discontinued informant or source in the past and what is to be expected of the informant or source in the future.
10. Once an informant is exposed in any manner whatsoever he is no longer to be carried as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.
11. When an office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to the office which originally handled the informant so that the file of the ex-informant will be as complete as possible.
12. When an informant has been discontinued for cause, such as unreliability, he should not be contacted in the future for information. If such an individual furnishes information it should be accepted, but in setting out the information in reports or communications use the individual's true name, together with an appropriate description of his reliability.
13. Remove flash notice per section F, [6.]
14. Repeated use of the same discontinued informant as a witness at security trials and hearings should be avoided. Make an all-out effort to develop witnesses who can furnish the same testimony as that expected of previously used witnesses. Advise Bureau of any indication by Government attorneys that an informant-witness who has previously testified will be called upon for testimony at a subsequent trial or hearing and furnish your comments concerning possibility of supplanting the testimony of individual involved. Submit communication under appropriate case character.
15. Every effort should be made to prevent a discontinued informant from becoming involved in situations which may prove embarrassing to informant or the Government. Immediately after he testifies for the first time, a serious talk should be had with informant by the SAC in the presence of the Agent who handled the informant. This interview should be conducted in the field office and informant told that:
  - a. He will no longer be operated by the Bureau
  - b. Since he is a public figure, he will probably be contacted by representatives of the press, radio, and television for interviews and appearances
  - c. He may be sought as a witness by congressional committees, by the Immigration and Naturalization Service, and by state authorities
  - d. (Firmly stress.) In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish the statements, for if he does so he will wind up in serious trouble.

Advise Bureau results of such interview and comment on its possible effectiveness.



## 5. Utilization

- a. If confidential source is to be used for assistance in security or racial investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security and potential racial informants.
- b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
- c. Records of contacts with confidential sources who have pending files may be posted.
- d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
- e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
  - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
- f. [One of the required copies of the letter requesting authority to use a subject as a confidential source should consist of the first page of the letter.] If the request is approved at the Bureau, a stamped notation will be placed on the [single-page] copy and [it will be] returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

## 6. Security and racial confidential sources - certification of stability and payments

- a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial confidential sources. See 107N, 3b, for form of letter.
- b. If the security or racial source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 7. Gifts

Gifts to sources shall not be reclaimed as blue slip items.

## 8. Discontinuance

Advise Bureau when confidential source is discontinued, and the reasons therefor.

Be alert to the possibilities of former informant being contacted by representatives of publicity media and as a witness by congressional committees, INS, and state authorities. It will be the SAC's responsibility to know when a former informant is scheduled or is likely to appear at a hearing or make a public appearance of any kind. Prior thereto in each instance, former informant must be contacted and instructions above set forth reiterated by Agent who handled the informant. Emphasize to former informant that he must stick to the truth and make certain he can back up what he says, and if there is any deviation he will be subjected to harassment, criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as a Government witness in a case which has not been finally adjudicated and decides in the affirmative, he should contact the USA for instructions. Advise Bureau of any such situations and the results of any interviews conducted.

R. FURNISHING OF INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS conducts investigations of alien communists as required under the Immigration Act of 10-16-18, as amended. INS, in order to enforce this statute, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own cases and interests to make available information and witnesses where possible.
3. In this regard, if contacted by INS inquiring for informants and you have a discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to the Bureau, together with your recommendation.
4. The Bureau will then review all of the facts concerning such informant and advise as to whether or not his identity may be disclosed to INS.
5. Exercise care in recommending informants for disclosure to INS so that you will not find yourself without proper coverage.
6. Before any informant is turned over to INS, obtain informant's permission.

S. CORRECTIVE ACTION[ON FALSE INFORMATION]

1. When it is determined that an informant or ex-informant furnished false information while an informant, advise Bureau by airmail of complete facts.
2. Set forth your suggestion relative to wording to be used in describing the informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with a review of all data furnished by the individual and label information from him accordingly.
4. All communications containing information from the informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify the cases individually by title and character, together with dates of communications containing the information.
6. If information was used in reports, corrective letters should be crystal clear and refer to the specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by the Bureau in accordance with part II, section 4, of the Manual of Rules and Regulations; corrective action should be called to the attention of other Bureau offices, outside agencies, and Bureau by letter.

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

## T. CLASSIFICATION - 134

## U. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
  - c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; [e.g., "Richard Roe, CS."] Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
  - d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
  - e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
  - a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
  - b. The symbol index is handled similarly to the symbol index on informants.
  - c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files  
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

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- d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
- e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security, [racial,] and criminal informants.

## 3. Index

- a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, [racial informant index,] or the security informant index, depending on the type of information furnished.
- b. The symbol index is handled similarly to the symbol index on informants.
- c. Duplicate confidential source cards may be maintained with the criminal informant index, [racial informant index,] and the security informant index if the source furnishes information of value in [these] types of investigations.

## 4. Files

When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
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4. Files  
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. The same procedure should be followed concerning racial confidential sources, the classification being 137. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
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- b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
- c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source. [Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., ]IS - R for Russia.]
- d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
- e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security and criminal informants.

##### 3. Index

- a. Index cards (3 by 5 inches) like those prepared for informants must be made up and filed as an adjunct to the criminal informant index or the security informant index, depending on the type of information furnished.
- b. The symbol index is handled similarly to the symbol index on informants.
- c. Duplicate confidential source cards may be maintained with the criminal informant index and the security informant index if the source furnishes information of value in both types of investigations.

##### 4. Files

When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. The same procedure should be followed concerning racial confidential sources, the classification being 137. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.



8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION -- 134

U. CONFIDENTIAL SOURCES

1. Definition

[See page 3 of this section.]

2. Assignment of symbols

- a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
- b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
- c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source. [Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., ]IS - R for Russia.]
- d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
- e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security and criminal informants.

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4. Files

When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. The same procedure should be followed concerning racial confidential sources, the classification being 137. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

## 5. Utilization

- a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
  - b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
  - c. Records of contacts with confidential sources who have pending files may be posted.
  - d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
  - e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
    - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
    - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
    - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
  - f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
- a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, 3b, for form of letter.
  - b. If the security source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 7. Gifts

Gifts should not be given to sources since such actions might be misconstrued.

## 8. Discontinuance

Advise Bureau [of the date] when confidential source is discontinued, and the reasons therefor.

## 5. Utilization

- a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
  - b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
  - c. Records of contacts with confidential sources who have pending files may be posted.
  - d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
  - e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
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## 7. Gifts

Gifts should not be given to sources since such actions might be misconstrued.

## 8. Discontinuance

Advise Bureau when confidential source is discontinued, and the reasons therefor.

## 5. Utilization

- a. If confidential source is to be used for assistance in security or racial investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security and potential racial informants.
- b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
- c. Records of contacts with confidential sources who have pending files may be posted.
- d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
- e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
  - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
- f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

## 6. Security and racial confidential sources - certification of stability and payments

- a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial confidential sources. See 107N, 3b, for form of letter.
- b. If the security or racial source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 7. Gifts

[ Gifts should not be given to sources since such actions might be misconstrued. ]

## 8. Discontinuance

Advise Bureau when confidential source is discontinued, and the reasons therefor.

## 5. Utilization

- a. If confidential source is to be used for assistance in security or racial investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security and potential racial informants.
  - b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
  - c. Records of contacts with confidential sources who have pending files may be posted.
  - d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
  - e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
    - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
    - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
    - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
  - f. [One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter.] If the request is approved at the Bureau, a stamped notation will be placed on the [single-page] copy and [it will be] returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security and racial confidential sources - certification of stability and payments
- a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial confidential sources. See 107N, 3b, for form of letter.
  - b. If the security or racial source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
7. Gifts
- Gifts to sources shall not be reclaimed as blue slip items.
8. Discontinuance
- Advise Bureau when confidential source is discontinued, and the reasons therefor.

## 5. Utilization

- a. If confidential source is to be used for assistance in security or racial investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security and potential racial informants.
- b. [Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case,] confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
- c. Records of contacts with confidential sources who have pending files may be posted.
- d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
- e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
  - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
- f. If such request is approved at the Bureau, a stamped notation is to be placed on the duplicate copy and this latter copy returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

## 6. Security and racial confidential sources - certification of stability and payments

- a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial confidential sources. See 107N,[3b,]for form of letter.
- b. If the security or racial source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 7. Gifts

Gifts to sources shall not be reclaimed as blue slip items.

## 8. Discontinuance

Advise Bureau when confidential source is discontinued, and the reasons therefor.

*SF Phillips*

SECTION 107

NATIONAL SECURITY INFORMATION  
Unauthorized Disclosure  
Subject to Criminal Sanctions

583  
Part 1

SECTION 107. INTERNAL SECURITY INFORMANTS AND CONFIDENTIAL SOURCES; 107L-M  
AND FOREIGN COUNTERINTELLIGENCE ASSETS

- (1) Correct, full name
  - (2) All aliases, code names, and symbol numbers
  - (3) First date of contact by your office
  - (4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
  - (5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
  - (6) Listing of any advances, refunds, and outstanding balances of advances
  - (7) Date of last contact by your office
  - (8) Whether individual has been contacted by any other office
- b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.
  - c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.
  - d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of Data Processing Section, Computer Systems Division. Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.
8. Receipt of unemployment compensation
- a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.
  - b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

M. MONTHLY AND QUARTERLY LETTERS

1. Submit monthly letter (FD-451, 451a) to Bureau. Field divisions east of the Mississippi must submit this information by the 3rd of each month; field divisions west of the Mississippi must submit this information by the 7th of each month. Monthly letter should include the following:
  - a. Number of security informants, potential security informants, confidential sources, panel sources, informative assets, and operational assets at the beginning and end of each month also showing the number added and deleted during the month
  - b. Number of Agents assigned exclusively to informant and source development
  - c. Money paid for services and expenses under SAC authority
  - d. Statistical accomplishments
  - e. Security informant accomplishments



- [ 2. Submit quarterly letter (FD-451b) to Bureau. Quarterly letter should include the following:
- a. Name, location and number of subversive groups including identities of groups on college campuses, exclusive of those in black extremist, white hate or espionage matters.
  - b. Symbol numbers of member informants providing coverage who are members of organizations. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.
  - c. Identities of individuals or groups who have participated in or are active in planning subversive acts of violence, exclusive of those in black extremist, white hate or espionage matters.
  - d. Symbol numbers of informants and sources providing coverage of individuals or groups shown in Column C. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.
- N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS
1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
  2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
  3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
  4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
  5. In no instance should you permit informant to sign loyalty oath in negative.

Do NOT GIVE

"SECRET - NO FOREIGN DISSEMINATION"

23. Disinformation

The passage of deceptive information by an OA is a complex operation which requires detailed planning and coordination between field office and FBIHQ. This technique should be employed only in OA operations in which the foreign intelligence service has apparently accepted the bona fides of the OA, when the benefit will clearly outweigh the risk to the overall OA operation.

24. OA cover story

Be aware that a foreign intelligence principal may interrogate an OA in great detail as to how he secured his information, his family situation, his modus operandi, motivation, etc. Handling FBI SA must adequately prepare an OA for this probability. The most credible cover story is the one which involves the least fabrication.

Unless security or other considerations dictate otherwise, the OA should personally obtain the information he passes.

25. Receipt of money or property by OA

Impress upon each OA that money or property received from a foreign intelligence principal or agent must be turned over to the FBI since retention of this money would put the OA in technical violation of Federal statutes, and this money may be used as evidence or exhibit. Compensation to the OA from the FBI for his cooperation is to be handled separately. Nominal or personal gifts, necessary for the OA's security and to maintain his relationship with the principal, may be given back to the OA by his handling FBI SA, following FBIHQ approval. Consider the desirability and feasibility of obtaining a signed statement from each OA reflecting his understanding of this requirement. The obtaining of such a statement is not mandatory, but desirable.

Department attorneys have advised that, while it is not necessary to preserve that actual currency received by an OA, it is highly desirable to do so in cases in which prosecution could ensue. Whether or not the actual currency is retained, obtain a written statement from the OA describing the currency received by [type of note and issuing Federal Reserve Bank,] denomination, series number, and serial number; and also make an independent record of such currency.

The above instructions are not to be interpreted to require the impounding of funds paid to an OA by a foreign government or foreign intelligence service for goods or services rendered by the OA in legitimate, business transactions.

26. Payments to FCI assets - either OA or IA

a. When deemed necessary and expedient, each SAC is authorized to expend up to \$400 to develop FCI assets. This money may be used to pay for services and/or expenses. This authority is renewable by FBIHQ if the initial \$400 has been expended. Blue slip reclaiming payments from FBIHQ need not summarize information obtained since proliferation of this information could possibly jeopardize asset's security.

"SECRET - NO FOREIGN DISSEMINATION"

"SECRET - NO FOREIGN DISSEMINATION"

b. FBIHQ authority

- (1) If FCI asset is of such continuing value to justify regular payments, such payments must be approved by FBIHQ.
- (2) When initially requesting regular payment, submit evaluation via coded "Nitel" in the following order:
  - (a) Amount paid to date, broken down into expenses and services
  - (b) Number of contacts with handling FBI SA since last evaluation
  - (c) Evaluation of stability and reliability
  - (d) Concise summary of most valuable information furnished since last evaluation
  - (e) Miscellaneous - changes in personal status, residence, employment, personal problems, etc., since last evaluation
  - (f) SAC recommendations for authority to pay asset for next six-month period; specify amount to be authorized for services and amount for expenses
- (3) Continuation request should be made two weeks in advance of expiration of authority.
- (4) Submit an interim request for increase in regular payments authorized via coded "Nitel," with full justification.

c. Receipts

When payments are made either on SAC authority or FBIHQ authority, obtain receipts whenever possible. If receipt cannot be obtained, set forth circumstances on blue slip at time reimbursement is claimed.

- (1) Receipts should be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
- (2) Receipts should show:
  - (a) Date when payment was made
  - (b) Period for which made when asset is paid on period basis
  - (c) Total amount paid broken down into separate amounts for services and expenses
  - (d) Name of FBI SA making payment
  - (e) Signature of asset receiving money using pseudonym assigned
- (3) Receipts are not to be witnessed.
- (4) If necessary to make corrections on receipts, they must be initialed by asset and not by FBI SA.
- (5) When transmitting receipts and itemized statements of expenses to FBIHQ, staple them directly to blue slip so that all information on receipt can be read without detaching it from blue slip.

27. Evaluation of FCI assets

a. OA

Whether OA is paid (under either FBIHQ or SAC authority) or unpaid, submit coded "Nitel" every six months evaluating OA according to the format of 26. b. (2). [If the OA is unpaid, submit six-month evaluation and request for continued utilization, if appropriate, on UACB basis.] If the OA has been paid during the preceding six-month period, merely set out the amount paid during that period (under 26. b. (2) (a)).

"SECRET - NO FOREIGN DISSEMINATION"

SECTION 107. INTERNAL SECURITY INFORMANTS AND CONFIDENTIAL SOURCES; 107D-F  
AND FOREIGN COUNTERINTELLIGENCE ASSETS

4. Contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

E. BUREAU POLICY

1. Development of military personnel  
Do not develop informants among active duty military personnel.
2. Contacts by designated Agents  
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant  
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity  
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.
5. All informants and sources are to be debriefed on at least a monthly basis regarding their knowledge of narcotics activities.
- [ 6. All pending informant files are to be reviewed personally by appropriate supervisory personnel on a regular periodic basis not to exceed 60 days. This review must include the informant's file and its subfiles.]

F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship  
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background  
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability  
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

4. Contacts by Agents

- a. Informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
- b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
- c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
- d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
- e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication.
- f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
- g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
- h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
- i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
- j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.

5. Checking reliability

- a. Reliability of all active informants must be constantly checked.
- b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

6. Fingerprints

- a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
- b. If informant refuses, do not force issue.
- c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

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"SECRET - NO FOREIGN DISSEMINATION"

[ SECTION 107. [INTERNAL] SECURITY INFORMANTS AND CONFIDENTIAL SOURCES; 107A-C  
[AND FOREIGN COUNTERINTELLIGENCE ASSETS]

PART I

A. DEFINITIONS

1. Security informant  
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant  
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
- [ 3. [Deleted]
4. Confidential source  
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source  
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
  - a. Complainants or other persons interviewed in security matters
  - b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - c. Personal friends and contacts of Bureau employees
  - d. Sources of information, confidential sources, and contacts
2. Review of closed security files and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check local arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file. In order to eliminate the possibility of jeopardizing the security of Bureau informants, the word "Informant" should not be indicated in blank ballot box on FD-165. It should be noted the informant file number serves as an indication to the Identification Division of the type of flash notice desired.
5. Review armed services record if applicable. FD-356 must be used in any routine check pertaining to informants making sure all references, such as symbol number, which would tend to identify individual as an informant are deleted.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. [Deleted]

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Submit by secure teletype (usually Nitel). Be brief and concise. Do not submit on UACB basis. Include physical description.
  - a. If the individual is a student, include separate paragraph clearly setting forth the number of extremist and/or security informants, the number of potential extremist and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
  - a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
  - b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
  - c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
  - d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.

[ SECTION 107. [INTERNAL] SECURITY INFORMANTS AND CONFIDENTIAL SOURCES; 107D  
[AND FOREIGN COUNTERINTELLIGENCE ASSETS]

- e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.
- 3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups and there will be no embarrassment to Bureau.

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[ AND FOREIGN COUNTERINTELLIGENCE ASSETS ]

4. Contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

E. BUREAU POLICY

1. Development of military personnel  
Do not develop informants among active duty military personnel.
2. Contacts by designated Agents  
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant  
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity  
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.
5. All informants and sources are to be debriefed on at least a monthly basis regarding their knowledge of narcotics activities.

F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship  
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background  
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability  
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

4. Contacts by Agents

- a. Informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
- b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
- c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
- d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
- e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication.
- f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
- g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
- h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
- i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
- j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.

5. Checking reliability

- a. Reliability of all active informants must be constantly checked.
- b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

6. Fingerprints

- a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
- b. If informant refuses, do not force issue.
- c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

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- d. Flash notice is to be placed by field with Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.
- e. When informant is discontinued, retain flash notice for one year. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.
- 7. Control - statement of cooperation
  - a. Close control must be exercised over activities of informants to obtain maximum results and prevent any possible embarrassment to Bureau.
  - b. Obtain signed statement set out below when feasible and practical. Where it is not practical to secure such signed statement from an informant, advise Bureau of complete details. SAC and Agent handling informant should determine appropriate time in informant's operation when statement should be completed.

I, \_\_\_\_\_, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) \_\_\_\_\_

Witnessed: \_\_\_\_\_

- 8. Execution of party questionnaires  
Informants, particularly in Communist Party, often must execute party questionnaires and in doing so should be instructed to be extremely careful not to jeopardize their position as informants. If necessary, each item in questionnaire should be discussed with informant.
- 9. Informant's activity in organizations
  - a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.
  - b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.
  - c. Changes in organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of motivation behind such changes, but be certain opinions are labeled as such.
  - d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but in such manner as to avoid suspicion.

10. Transfer of informants to other areas
  - a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
  - b. Keep in mind overall coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, encourage him to do so in order to provide wider coverage for Bureau's work.
11. Action by informant when uncovered
  - a. If informant is uncovered by subversive elements, instruct him to defend himself vigorously and demand proof of his informant activity.
  - b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse issue to point where his services may not be lost.
  - c. In some cases it may be necessary for informant to acquiesce to charges of deviation from strict discipline of organization involved, and thus cast off suspicion.
12. Requests of informant to help defend others
  - a. If requested by Communist Party, or other interested parties to assist in preparation of defense in subversive-type cases or handle assignment where such information is readily available, informant should tactfully decline.
  - b. Such requests should be reported immediately to contacting Agent and made matter of record.
  - c. If informant cannot avoid becoming involved, instruct him not to report any information pertaining to defense plans or strategy.
  - d. Promptly report any such incident to Bureau.
  - e. If an informant is present in conversation between an attorney and individual under criminal indictment, he should immediately leave. If he is unable to do so and inadvertently learns of defense plans or strategy, he is not to report the substance of any such conversation to the FBI. Additionally, the informant is not to engage in or report the substance of a conversation with a criminal defendant dealing with the offense for which the defendant is under indictment.
13. Preparation for testifying

Contacting Agent must condition informant to fact that someday knowledge he possesses may be needed as evidence in court. Psychologically prepare informant for fact that he may at future date be called upon to testify to information he has furnished on security matters. Proper indoctrination of informant is essential as Bureau must provide witnesses whenever Department initiates prosecutions in security cases.

G. INFORMANTS' INFORMATION

1. General instructions re oral and written information
  - a. These instructions apply to security informants, potential security informants, panel sources, security confidential sources, and security sources of information.
  - b. Specific instructions must be given to informants concerning preparation of statements containing their information.
  - c. They should be submitted as quickly as possible after meeting or activity.
  - d. Written statements should be submitted when possible.
  - e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
  - f. All information furnished by informants must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelizing and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies. In those instances in which an informant reports that an individual attended a meeting but took no active part therein and/or



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nothing transpired of potential prosecutive value with respect to the individual, FD-306 should list the substantive case file number or should list subject's name and it will not be necessary to staple a copy of the informant's statement to FD-306. When informant's statement contains references to large number of individuals and/or organizations, and exceeds two pages, consider channelizing to substantive case file only those portions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's subfile. This procedure should be employed unless logical reason dictates otherwise. When preparing lengthy channelizing memoranda reporting material of interest to other offices, limit the number of copies prepared for each other such office to two. Clearly indicate next to the name of the receiving office, the number of the page containing information pertinent to that office and note on cover page that distribution of material to the receiving field office files is left to discretion of the receiving office. If the channelizing memorandum includes names of individuals who merely attended a meeting or gathering and played no important role, the reporting office is to attach to the channelizing memorandum a one-page memorandum listing the names of all individuals who were merely in attendance and had no important function. The preparation and distribution of the additional copies of the one-page attachment are left to the discretion of the receiving office.

- g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

2. Recording written and oral information

a. Written by informant

- (1) May be in handwriting or hand printing of informant or typed.
- (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
- (3) Prepare on paper devoid of any Bureau markings or identification.
- (4) Date when informant prepares statement should be placed at top of statement.
- (5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.
- (6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.
- (7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.
- (8) Agents' names should never appear on any page.
- (9) Informant should refer to himself in body of statement by his true name and use third person.
- (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.
- (11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.
- (12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:
  - (a) Any reference concerning Director and Bureau
  - (b) References to other documents and statements submitted by informant

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- (c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be furnished orally by informant and recorded in memorandum form for informant file.

b. Furnished orally by informant

- (1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with making of oral statement by informant to Agent. Leave out following items:
  - (a) Any reference concerning Director and Bureau
  - (b) References to other documents and statements submitted by informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be recorded in memorandum for informant file.

- (2) Prepare on paper devoid of Bureau markings or identification.
- (3) Date at top with date informant furnished information. No other date is desired except date of meeting or activity described in body of statement.

- (4) Separate statements should be prepared for each meeting or separate activity in which informants engage and should be dictated by Agent as if informant were preparing them himself.
  - (5) Information, after being reduced to writing, should be read promptly by informant and acknowledged by affixing his code name on each page.
  - (6) After informant authenticates statement, contacting Agent should prepare cover sheet, form FD-306, which should be stapled to it. Thereafter statement should be handled as written one.
  - (7) Oral information furnished by informant purely of lead value should be included in office memorandum by Agent and should not be initialed by informant or exhibited to him or treated as evidence.
3. Transmission of information
- a. Statements should be personally delivered to contacting Agent by informants when possible. Careful consideration should be given to full security of all such contacts. They should never be mailed to field office or resident agency. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
  - b. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory. More than one informant may send statements to a post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of postal employees.
  - c. Envelope enclosing statement should have return address of another confidential post office box obtained under fictitious name.
  - d. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for extended period of time.
  - e. When informant receives information of vital and immediate interest, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication.
4. Handling of lead information
- a. All lead information obtained from informant must be run out to logical conclusion.
  - b. If there is insufficient information to warrant opening case, tickler card should be prepared to follow informant and take other logical steps to obtain additional identifying data. Restrict tickler cards to information which would warrant investigation if identity established. If no identification is made after reasonable effort, prepare memorandum for informant's subfile.
5. Handling documentary material furnished by informants
- a. Pamphlets and similar documentary material furnished by informants should have placed thereon informant's code name.
  - b. Informant should affix date he received material. If informant cannot recall date of receipt, date he furnished material should be affixed.
  - c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material.
  - d. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items. See section 107K for filing instructions.

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[AND FOREIGN COUNTERINTELLIGENCE ASSETS]

H. SYMBOLS

1. Assigning numbers

- a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
- b. A symbol number designation should be afforded to all individuals from the time any step (generally the opening of an informant or source file) is taken to develop them as sources or informants. Upon assigning a symbol number, Bureau should be immediately advised by secure teletype of the symbol number, informant's true name, available background information, and cover name, if assigned, for indexing purposes.
- c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
- d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
- e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "CS" for confidential source.
- f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to extremist, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY 000-E).
- g. An asterisk should not be used to designate certain highly sensitive informants or investigative techniques. Do not include asterisk in reporting information from such sources.

2. Communications - use of symbols

- a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
- b. In all communications after initial one, Bureau and field office file numbers for informant must be set forth.
- c. In communications between offices, follow same procedure.
- d. Informants and sources entering another division
  - (1) Active informants and sources entering another division on temporary basis should be referred to in initial secure teletype to interested office by true name and symbol number if necessary for other division to know identity. Such a teletype should not be routed to a Resident Agency. Office receiving such teletype should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
  - (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be canceled, and their true name used in all administrative correspondence.
  - (3) If informant is transferred to another office and remains active, his identity must still be protected.
- e. In communications concerning potential security informant when a symbol number is not used, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
- f. Captions of communications concerning informants and sources should contain a precise character designation to identify the organization with which they are most closely associated or on which they are most capable of furnishing information (i.e., [Subversive]Matter - Students for a Democratic Society or SM - SDS, [Subversive]Matter - Young Socialist Alliance or SM - YSA, [Subversive]Matter - [Communist Party, USA] or SM - [CPUSA, etc.]). This facilitates routing at Bureau.

I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential Security Informant" shall not appear.

J. INDICES

1. Alphabetical name index and symbol number index

Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice

a. Alphabetical name index

In all offices maintain card index showing true identities of all security informants, potential security informants, security confidential sources, [informative assets, and operational assets.]

This is to be known as alphabetical name index. File cards in alphabetical order.

b. Symbol number index

This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.

c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.

d. Index cards

Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

Symbol:

File No:

(Informant, potential informant, confidential source, [informative asset, or operational asset])

Name:

e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.

2. Index entitled "Informants and Sources in Other Divisions"

a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.

b. If such index maintained, separate index card is to be prepared on each informant and source included.

c. Cards should contain brief background data and identity of Bureau communication showing background data.

d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.

3. Agents' informative index

a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.

b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.

c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.

d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.

e. Deleted.

f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.

g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.

h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.

i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

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K. INFORMANT FILES

1. Opening
  - a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
  - b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development.
  - c. Maintain individual files on all active informants as pending active files.
2. Monthly administrative report  
Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.
3. Assignment and tickler cards  
Maintain assignment and tickler cards, but do not show true name of informant, potential informant, panel source or confidential source on such cards.
4. Subfiles
  - a. Subfile is required on each informant who submits statements, written or oral. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
  - b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization  
Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.
6. Channelizing memoranda - destruction of  
See Manual of Rules and Regulations.
7. Correspondence  
Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.
8. Maintenance of files
  - a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
  - b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
  - c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
  - d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.

9. Use of informant by Department - filing correspondence re  
From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.
10. Form FD-238  
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.
11. Bulky material submitted by informant  
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

I. PAYMENTS TO INFORMANTS

1. No gifts to informants
  - a. Gifts should not be given to informants.
  - b. Relationship between Agents and informants shall be maintained on businesslike basis.
  - c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority
  - a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to \$400 and totaling not more than \$400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
  - b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
  - c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
  - d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling \$400. Once individual has been paid \$400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."
  - e. All newly developed security informants are to be paid under SAC authority for the first six months unless unusual circumstances exist. If additional funds under SAC authority are necessary during this period, submit request accompanied by detailed justification of past expenditures.
3. Payments on a regular basis - Bureau authority
  - a. To pay anyone on a regular basis, obtain specific Bureau authorization.
  - b. In requesting this authorization, use form FD-401:
    - (1) Membership  
List current membership and position held in any subversive group. If position identifies informant, submit separately by secure teletype (nitel).
    - (2) Amount paid for services and expenses  
List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
    - (3) Number of activities and persons on whom coverage is provided  
List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

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- (4) Number of statements submitted  
Combine total number of oral and written statements submitted and show only total number.
  - (5) Stability and reliability  
Check positive box if informant is considered stable and reliable. If not or if there are any personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or any other similar problems presented by informant, check negative box and explain under "Miscellaneous."
  - (6) Indoctrination against disclosure  
If informant has been indoctrinated against disclosure, check positive box.
  - (7) Percentage of information verified  
Show percentage of information furnished by informant which has been verified through other sources.
  - (8) All necessary action taken on information furnished  
If all action has been taken, check positive box. If not, check negative box and explain under "Miscellaneous."
  - (9) Summary of information furnished  
This summary should be concise, highlighting more pertinent information furnished by informant. Do not attempt to summarize all information furnished by informant.
  - (10) Miscellaneous  
Furnish any change in informant's residence and employment by secure teletype (nitel), steps being taken to advance informant, and any other pertinent information which should be brought to Bureau's attention. Include statement that source has been advised that all payments of money made to him for services rendered must be declared as income on his tax return and has agreed to do so.
- c. When payment to informant has been authorized for definite period of time, advise Bureau at least two weeks in advance of expiration of period as to whether services of informant are to be continued.
  - d. Every six months submit FD-401 to Bureau requesting continuation of payments. Follow instructions set forth in item 3b, above.
  - e. Submit letters requesting authority to continue (increase, decrease) payments to an informant in duplicate except that copy should consist only of first page of letter. When payments are approved, single-page copy will be stamped "Approved" at Bureau and returned. If recommendation is not approved, field will be advised by separate communication.
  - f. When payments are authorized by Bureau, it is personal responsibility of each SAC definitely to assure that full value is being received.
  - g. Discontinuance of payments  
If at any time it appears information being produced by informant is not commensurate with payments made to him, immediately discontinue payments or adjust accordingly and promptly advise Bureau.
  - h. If any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.
4. Six-month evaluation of informants not paid on Bureau authority  
If informant is not being paid on Bureau authorization, FD-401 must be transmitted to Bureau every six months after date of designation containing same information set out in item 3b, above, except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB.
  5. Receipts  
When payments are made either on SAC authority or prior Bureau approval, obtain receipts in every instance in which it is possible to do so. If receipt cannot be obtained for particular payment, set forth complete circumstances on blue slip at time reimbursement is claimed.



- a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on receipts, they must be initialed by informant and not by Agent.
  - e. When transmitting receipts and itemized statements of expenses to Bureau, staple them directly to blue slip, leaving margin of one to one and one-half inches at top to avoid contact with Acco fastener punch. Place staples so that date or other data appearing on receipt will not be mutilated and all information on receipt can be easily read without detaching it from blue slip.
6. Income tax returns
- a. Advise informants who receive compensation for their services to the Bureau that such compensation must be reported as income when filing a Federal income tax form, and, where appropriate, state and local tax forms. Informants must be periodically advised of the above and complete details of any reported problem an informant has encountered with the taxing authorities are to be expeditiously furnished the Bureau.
  - b. Bureau income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - c. If informant is self-employed and files schedule C as self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with Bureau.
  - d. If informant cannot report payments received from Bureau for services without jeopardizing his security as informant, such payments will be subject to 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.
  - e. When informant or former informant is initially considered as potential witness in Bureau case, determine whether he paid Federal and state taxes on income he received from Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling situation.
7. Stipulation re payments made to witnesses
- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, Bureau must furnish Department set of [reproduced copies] of original receipts signed by prospective witnesses. Original receipts and set of [reproduced copies] will be transmitted to field office in whose territory trial will take place. Office handling prosecution must determine from Government attorney which individuals are to be used as witnesses. Thereafter office should furnish and/or cause other appropriate offices to furnish to Bureau following information:

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- (1) Correct, full name
  - (2) All aliases, code names, and symbol numbers
  - (3) First date of contact by your office
  - (4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
  - (5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
  - (6) Listing of any advances, refunds, and outstanding balances of advances
  - (7) Date of last contact by your office
  - (8) Whether individual has been contacted by any other office
- b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.
  - c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.
  - d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of Data Processing Section, Computer Systems Division. Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.
8. Receipt of unemployment compensation
- a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.
  - b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

M. MONTHLY AND QUARTERLY LETTERS

1. Submit monthly letter (FD-451, 451a) to Bureau by secure teletype system (NITEL). Field divisions east of the Mississippi must submit this information by the 3rd of each month; field divisions west of the Mississippi must submit this information by the 7th of each month. Monthly letter should include the following:
  - a. Number of security informants, potential security informants, confidential sources, panel sources, [informative assets, and operational assets] at the beginning and end of each month also showing the number added and deleted during the month
  - b. Number of Agents assigned exclusively to informant and source development
  - c. Money paid for services and expenses under SAC authority
  - d. Statistical accomplishments
  - e. Security informant accomplishments

2. Submit quarterly letter (FD-451b) to Bureau by secure teletype system (NITEL). Quarterly letter should include the following:
  - a. Name, location and number of subversive groups including identities of groups on college campuses, exclusive of those in black extremist, white hate or espionage matters.
  - b. Symbol numbers of member informants providing coverage who are members of organizations. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.
  - c. Identities of individuals or groups who have participated in or are active in planning subversive acts of violence, exclusive of those in black extremist, white hate or espionage matters.
  - d. Symbol numbers of informants and sources providing coverage of individuals or groups shown in Column C. If no member informant, attach addendum and explain why you do not have member informants. Indicate specific action being taken to develop member informants and date such coverage is anticipated for each group.

N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
5. In no instance should you permit informant to sign loyalty oath in negative.

O. DISCONTINUED INFORMANTS

1. When services of informant are discontinued, mark name card "canceled." Destroy symbol card. Never destroy name card.
2. Refile name card in numerical order by symbol number in symbol number index. If discontinued informant, potential informant, or confidential source to whom symbol number was once assigned later is reactivated, remove name card from symbol number index, mark it reactivated with appropriate date, note type of information he will now be furnishing, and refile it alphabetically in name card section of index.
3. When potential informant or confidential source is discontinued and permanent symbol has not been assigned, destroy alphabetical index card.
4. Advise Bureau of date when potential informant or informant is discontinued and reason therefor. Advise Bureau as to whether or not informant is willing to testify in open court or before administrative hearing boards. Identity of all cases of security of Government employees type in which informant has furnished information must be ascertained and Bureau advised in compliance with section 19, volume II, of this manual.
5. Review informant's file to determine if correspondence between Bureau and field relating to Department's interest in using informant as witness is contained therein. In those cases in which Department has indicated desire to consider informant when he becomes available, advise Bureau in each such substantive case, except when it is obvious statute of limitations has run or case has been adjudicated. This exception does not apply to security of Government employees cases. When above action is completed, advise Bureau.
6. Statement shall also be made to effect that measures to control informants, set out in item 7, below, have been considered and recommendations shall be made when it appears such are warranted.
7. When services of informant are discontinued, maintain close contact with him so that informant will look to Bureau for counsel prior to taking any action against Bureau's best interests. Determine whether he has plans for writing book, magazine or newspaper article, or otherwise publicizing his activity. If so, impress him with desirability of coming to Bureau for assistance and guidance. If informant insists on engaging in such activities, Bureau will consider placing him in contact with reliable publisher, but it must be made clear to informant that Bureau will not sponsor or endorse any book or publication which he elects to write.
8. All payments to discontinued informants and confidential sources must be made on strict c.o.d. basis. Obtain Bureau authority before making such payments. Submit complete details as to information furnished by discontinued informant or source in past and what is to be expected of informant or source in future.
9. Once informant is exposed in any manner whatsoever, do not carry him as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.
10. When office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to office which originally handled informant so that file will be as complete as possible.
11. When informant has been discontinued for cause, such as unreliability, do not contact him in future for information. If he furnishes information it should be accepted, but in setting out information in reports or communications use individual's true name, together with appropriate description of his reliability.
12. Remove flash notice per item F, 6, e of this section.
13. Avoid repeated use of discontinued informant as witness at security trials and hearings. Make all-out effort to develop witnesses who can furnish same testimony. Advise Bureau of any indication by Government attorneys that informant-witness who has previously testified will be called upon for testimony at subsequent trial or hearing and furnish comments concerning possibility of supplanting testimony of individual involved. Submit under appropriate case character.

14. Make every effort to prevent discontinued informant from becoming involved in situations which may prove embarrassing to informant or Government. Immediately after he testifies for first time, SAC should have serious talk with informant in presence of Agent who handled informant. This interview should be conducted in field office and informant told that:
  - a. He will no longer be operated by Bureau
  - b. Since he is public figure, he will probably be contacted by representatives of press, radio, and television for interviews and appearances
  - c. He may be sought as witness by congressional committees, Immigration and Naturalization Service, and state authorities
  - d. In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish statements, for if he does so he will wind up in serious trouble

Advise Bureau results of such interview and comment on its possible effectiveness.

Be alert to possibilities of former informant being contacted by representatives of publicity media and as witness by congressional committees, INS, and state authorities. SAC is responsible for knowing when former informant is scheduled or is likely to appear at hearing or make public appearance of any kind. Prior thereto in each instance, former informant must be contacted and instructions above reiterated by Agent who handled informant. Emphasize to former informant that he must stick to truth and make certain he can back up what he says, and if there is any deviation he will be subjected to criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as Government witness in case which has not been finally adjudicated and decides in affirmative, he should contact USA for instructions. Advise Bureau of any such situations and results of any interviews conducted.

15. When contacting Agent feels discontinued informant could cause embarrassment to Bureau, make arrangements to have former informant come to field office where he will be personally met by SAC. At that time, he should be impressed with fact that his services were appreciated and were of considerable assistance to security of country and remind him that he signed agreement when he was active as informant to maintain his relation with Bureau on confidential basis. SAC should stress necessity for informant to maintain this confidence.

P. FURNISHING INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS, in order to enforce its responsibilities, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own interests to make available information and witnesses where possible.
3. If contacted by INS inquiring for informants and you have discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to Bureau, together with your recommendation.
4. Bureau will review facts and advise as to whether or not his identity may be disclosed to INS.
5. Before any informant is turned over to INS, obtain his permission.

Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

R. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.
  - b. Advise Bureau by secure teletype (Nitel) giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
  - c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS."
  - d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY 000-S.
  - e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, extremist, and criminal informants.

3. Index

- a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
- b. Duplicate confidential source cards may be maintained with criminal informant, extremist informant, and security informant index where logical.

4. Files

When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.

5. Utilization

- a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
- b. Contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
- c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
- d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, arrest and service record, if any
  - (2) Details of expected cooperation of individual and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
  - (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.

6. Security confidential sources - certification of stability and payments

- a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
- b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.
- c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.

7. Gifts

Gifts should not be given to sources.

8. Discontinuance

Advise Bureau of date when source is discontinued and reasons.

S. PANEL SOURCES

1. Definition

See page 3 of this section.

2. Background investigation and approval

- a. Check prospective panel source through office indices, canvass logical informants, review appropriate arrest and military records.

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- b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
- c. Submit secure teletype (Nitel) to Bureau requesting authority to use individual as a panel source and set out:
  - (1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
  - (2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.
  - (4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.
- 3. Administrative handling
  - a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.
  - b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.
  - c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.
  - d. Only Agents designated in particular case should contact panelists.
  - e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.
  - f. A symbol number should be assigned from the time any step is taken to develop an individual as a panel source. Use abbreviation "PS" before symbol number, e.g., PS NY 000-S.
  - g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.
  - h. Advise Bureau of date panel source is discontinued and reasons.

[T. [DELETED]



U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

1. Use of students
  - a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
  - b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.
2. Deleted
3. Responsibility for well-planned coverage  
Each office must have continuous and well-planned program to obtain necessary coverage at institutions of learning so that Bureau can fulfill its obligations. Care with which this must be done in no way lessens responsibility of each field office to have proper coverage.

V. CLASSIFICATION - 134

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

<u>Office</u>	<u>Dates</u>
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
St. Louis	June 15 and December 15
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
[ Tampa	" " ]
Washington, D. C.	" "

## P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

## Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. The symbol number shall not be subsequently reassigned to another informant. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section[69F, volume III, of this manual.]
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

## A. DEFINITIONS

1. Security informant  
Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.
2. Potential security informant  
Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.
3. Double agent  
A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.
4. Confidential source  
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers, telephone company employees, American employees of foreign official establishments, employees of the United Nations Secretariat, and individuals who furnish trash in connection with trash covers. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

## B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals which are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
  - a. Complainants in security matters
  - b. Persons interviewed in connection with security cases
  - c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - d. Bureau applicants as possible informants
  - e. Personal friends and contacts of Special Agents and other Bureau employees
  - f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Survey possibilities of trash covers.
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members. The Progressive Party file also might prove a fertile field.

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
- [ 16. Officials and employees of foreign establishments in the U. S.
- [ 17. Employees of the United Nations Secretariat
- [ 18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
- [ 19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)]

#### [C. INVESTIGATION OF POTENTIAL[SECURITY]INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. Discreet canvass of other informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

[ 9. Handling money and property received by double agents

- [ a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
- [ b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name or number.
- [ c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
- [ d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.]

0. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

- 1. List the symbol numbers of all security informants and confidential sources being paid for services or expenses on a regular basis. If such confidential source has no symbol number, list his name.
- 2. Also list the symbol numbers of all unpaid security informants.
- 3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
- 4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

- f. If the informant receives from outside employment less than \$4800, all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and \$4800.
- g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.
7. Stipulation re payments made to witnesses
- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department [a set of Photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of Photostats will be transmitted to the field office in whose territory the trial will take place.] The office handling prosecution must determine from the [Government] attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:
- (1) The correct, full name
  - (2) All aliases, code names, and symbol numbers
  - (3) The first date of contact by your office
  - (4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
  - (5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses.  
[Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.]
  - (6) A listing of any advances, refunds, and outstanding balances of advances
  - (7) The date of last contact by your office
  - (8) Whether the individual has been contacted by any other office
- b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.
- c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.
- d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.
8. Receipt of unemployment compensation
- a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.
- b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to

such activities, the Bureau will consider placing him in contact with a reliable publisher, but it must be made clear to the informant that the Bureau will not sponsor or endorse any book or publication which he elects to write.

9. All payments to discontinued security informants and confidential sources must be made on a strict c.o.d. basis. Obtain Bureau authority before making any such payments. In requesting Bureau authority for payments of this type, submit complete details as to the information furnished by the discontinued informant or source in the past and what is to be expected of the informant or source in the future.
10. Once an informant is exposed in any manner whatsoever he is no longer to be carried as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.
11. When an office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to the office which originally handled the informant so that the file of the ex-informant will be as complete as possible.
12. When an informant has been discontinued for cause, such as unreliability, he should not be contacted in the future for information. If such an individual furnishes information it should be accepted, but in setting out the information in reports or communications use the individual's true name, together with an appropriate description of his reliability.
13. Remove flash notice per section F, 6.
14. Repeated use of the same discontinued informant as a witness at security trials and hearings should be avoided. Make an all-out effort to develop witnesses who can furnish the same testimony as that expected of previously used witnesses. Advise Bureau of any indication by Government attorneys that an informant-witness who has previously testified will be called upon for testimony at a subsequent trial or hearing and furnish your comments concerning possibility of supplanting the testimony of individual involved. Submit communication under appropriate case character.
15. Every effort should be made to prevent a discontinued informant from becoming involved in situations which may prove embarrassing to informant or the Government. Immediately after he testifies for the first time, a serious talk should be had with informant by the SAC in the presence of the Agent who handled the informant. This interview should be conducted in the field office and informant told that:
  - a. He will no longer be operated by the Bureau
  - b. Since he is a public figure, he will probably be contacted by representatives of the press, radio, and television for interviews and appearances
  - c. He may be sought as a witness by congressional committees, by the Immigration and Naturalization Service, and by state authorities
  - d. (Firmly stress.) In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish the statements, for if he does so he will wind up in serious trouble.

Advise Bureau results of such interview and comment on its possible effectiveness.

Be alert to the possibilities of former informant being contacted by representatives of publicity media and as a witness by congressional committees, INS, and state authorities. It will be the SAC's responsibility to know when a former informant is scheduled or is likely to appear at a hearing or make a public appearance of any kind. Prior thereto in each instance, former informant must be contacted and instructions above set forth reiterated by Agent who handled the informant. Emphasize to former informant that he must stick to the truth and make certain he can back up what he says, and if there is any deviation he



will be subjected to harassment, criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as a Government witness in a case which has not been finally adjudicated and decides in the affirmative, he should contact the USA for instructions. Advise Bureau of any such situations and the results of any interviews conducted.

- [ 16. Whenever contacting Agent feels a discontinued informant could cause embarrassment to the Bureau, arrangements should be made to have the former informant come to the field office where he will be personally met by the SAC. At that time, he should be impressed with the fact that his services were appreciated and were of considerable assistance to the security of the country and remind him that he signed an agreement when he was active as an informant to maintain his relation with the Bureau on a confidential basis. The SAC should stress the necessity for the informant to maintain this confidence.]

R. FURNISHING OF INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS conducts investigations of alien communists as required under the Immigration Act of 10-16-18, as amended. INS, in order to enforce this statute, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own cases and interests to make available information and witnesses where possible.
3. In this regard, if contacted by INS inquiring for informants and you have a discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to the Bureau, together with your recommendation.
4. The Bureau will then review all of the facts concerning such informant and advise as to whether or not his identity may be disclosed to INS.
5. Exercise care in recommending informants for disclosure to INS so that you will not find yourself without proper coverage.
6. Before any informant is turned over to INS, obtain informant's permission.

S. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that an informant or ex-informant furnished false information while an informant, advise Bureau by airmail of complete facts.
2. Set forth your suggestion relative to wording to be used in describing the informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with a review of all data furnished by the individual and label information from him accordingly.
4. All communications containing information from the informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify the cases individually by title and character, together with dates of communications containing the information.
6. If information was used in reports, corrective letters should be crystal clear and refer to the specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by the Bureau in accordance with part II, section 4, of the Manual of Rules and Regulations; corrective action should be called to the attention of other Bureau offices, outside agencies, and Bureau by letter.

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

<u>Office</u>	<u>Dates</u>
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
Las Vegas	" "
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
St. Louis	June 15 and December 15
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Tampa	" "
Washington, D. C.	" "

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. The symbol number shall not be subsequently reassigned to another informant. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section[69F, volume III, of this manual.]
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

## 4. Subfiles

- a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
- b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

## 5. Channelization

Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."

## [ 6. Channelizing memoranda - destruction of following submission of reports in security cases

[ For instructions concerning the destruction of channelizing memoranda in security cases following submission of reports, see volume III, section 87D, item 7g, of this manual.]

## 7. Dissemination of information

Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.

## 8. Correspondence

Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

## 9. Maintenance of files

- a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
- b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
- c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
- d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

## 10. Use of informant by Department - filing correspondence re

From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.

## 11. Form FD-238

Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

[ 112.] Bulky material submitted by informant

Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants

- a. Gifts should not be given to informants since such actions might be misconstrued.
- b. Relationship between Agents and informants shall be maintained on a businesslike basis.
- c. Expenditures for gifts to informants will not be approved as blue slip items.
- d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. SAC authority to pay informants

- a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to \$200 and totaling not more than \$200 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
- b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
- c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
- d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling \$200.

3. Payments on continuing basis - Bureau authority

- a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
- b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)
  - (1) Recommendation
 

(Use following wording as nearly as possible:

"I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to \$\_\_\_\_(amount) per\_\_\_\_(month, week) for services, plus up to \$\_\_\_\_(amount) per\_\_\_\_(month, week) for expenses actually incurred for a period of \_\_\_\_ months, effective \_\_\_\_ (date)."

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

<u>Office</u>	<u>Dates</u>
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
[Las Vegas	" "]
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
St. Louis	June 15 and December 15
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Tampa	" "
Washington, D. C.	" "

## P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

## Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

- (2) Residence and employment (If no change since last justification letter, merely state "no change.")
- (3) Current membership in subversive organizations
- (4) Summary of information furnished and/or services rendered during pertinent period
- (5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
- (6) Type and number of meetings attended and other activity
- (7) Number of written and oral statements submitted (List separately.)
- (8) Information furnished of unusual value
- (9) Approximate number of persons on whom informant furnished coverage and their importance
- (10) [Steps being taken to advance informant]
- (11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
- (12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
- (13) All necessary action taken on information furnished
- (14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

- c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
- d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.
- e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.
- f. In order for this system to function properly, payment letters must be explicit.
- g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
- h. Discontinuance of payments  
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
- i. Extraordinary expenses  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.



## 4. Four-month evaluation of informants not paid on Bureau authority

If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth [UACB.] In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.

## 5. Receipts

When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so.

a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.

b. Receipts should clearly show:

- (1) Date on which payment was made
- (2) Period for which made when informant is paid on a period basis
- (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
- (4) Name of Agent making payment
- (5) Signature of person receiving the money

c. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

## 6. Income tax returns

a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.

b. Since all informants are considered independent contractors, the income they receive from the Bureau is self-employment income but, since the Bureau does not consider their activity as the carrying on of a trade or business, they may consider dispensing with the filing of a schedule C as part of form 1040 if they so desire.

c. The informant's own personal situation, however, should be taken into consideration as he may receive income from other sources as an independent contractor which would require the deduction of self-employment tax, regardless of any Bureau income he may receive.

d. In considering the filing of a tax on self-employment income, such a return is based upon net earnings from self-employment of \$400 or more. If an informant receives less than \$400 from the Bureau and has no other self-employment income, this money in any event is not subject to the self-employment tax. If the informant receives \$4800 or more from outside employment subject to Social Security tax, again the self-employment tax requirements do not apply.

e. Bureau income should be set forth under item 10 on page one of the Federal income tax return, form 1040, as "Other Income" and explained under schedule H(3) on page three of the return as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

- d. All such material should be transmitted in the same manner as statements furnished by informant.
- e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

#### H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS

- 1. Carefully handle and create basis for acquisition
  - a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.
  - c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.
- 2. Locating information to pass  
Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.
- 3. Obtaining Bureau authority  
Bureau authority must be obtained to pass any information in a double agent operation except:
  - a. Newspaper articles
  - b. Magazine articles
  - c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)
- 4. Retention of copies of passed material
  - a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.
  - b. Such material should be appropriately identified by the double agent.
  - c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.
  - d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.
  - e. It is not necessary to retain copies of build-up material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.

#### I. SYMBOLS

- 1. Assigning numbers
  - a. All informants should be designated by a permanent symbol number of which the Bureau must be advised. [Once a symbol number is assigned, it must not subsequently be reassigned to another informant.]
  - b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.
  - c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
  - d. An additional cover name should be used by informant in signing his statements and in communications between the informant and the field office.
  - e. Bureau should be advised of this cover name in addition to the permanent symbol.

## 2. Communications - use of symbols

- a. After Bureau is advised of the permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
- b. In all communications after the initial letter, Bureau and field office file numbers for informant must be set forth.
- c. In communications between offices, the same procedure is to be followed.
- d. Informants and sources entering another division
  - (1) Active informants and sources entering another division on temporary basis for Bureau business or for personal reasons should be referred to in initial letter to interested office by true name and symbol number if it is necessary for the other division to know the identity of the informant. Office receiving such letter should make appropriate index cards and place same in "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
  - (2) Individuals who leave the division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name should be used in all administrative correspondence.
  - (3) If an informant is transferred to another office and remains active, his identity must still be protected.
- e. In communications, the teletype abbreviation for the field office, symbol, and letter suffix "S" shall be shown to identify the informant; e.g., "NY 000-S."
- f. In communications concerning a potential security informant, the name of the potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
- g. Similarly, in communications relative to confidential sources, the abbreviation "CS" should be used; e.g., "Richard Roe, CS."
- h. When symbol numbers are assigned to potential security informants, the designation should be as follows: "LA 000-PSI."
- i. In communications relative to a confidential source having a permanent symbol number, the following should be used: "CS LA 000-S."
- j. In espionage and foreign nationality matters the caption of the communication should show in addition a character and the country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing the mail at the Bureau.

## J. INDEXING

1. True names and aliases of all informants, as well as the cover name assigned to them for informants' use in submitting their statements, but not their permanent Bureau symbol numbers, shall be indexed in the general office indices in the same manner as any other name.
2. These index cards should show the file number of the informant and such terms as "Informant" or "Potential Security Informant" shall not appear.

## K. INDICES

1. Alphabetical name index and symbol number index
  - a. Alphabetical name index
    - (1) In all offices all active potential security and security informant cards are to be kept by the SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice. This is to be known as the alphabetical name index.
    - (2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.

- ## D. INTERVIEWS AND DEVELOPMENT OF POTENTIAL SECURITY INFORMANTS

- 5

12. During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.
13. Specifically advise each potential informant that he is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon the informant.
14. Advise potential informant that his cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and by so doing the Bureau's investigative activity may be jeopardized. This must be thoroughly impressed upon the informant before you accept him as such. If the informant has a special problem which would require his revealing his relationship to his wife, etc., this should be learned from him during the initial interview and a recommendation made to the Bureau when the results of the interview are furnished. The special circumstances will be taken into consideration by the Bureau.
15. If a prospective informant is connected in any manner with a labor union, inform him that the Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on the infiltration in labor unions by subversive elements.
16. If the potential informant is a student, teacher, or has any similar relations with a school, college, or university, in his initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.
17. From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.
18. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility of using informant as a potential witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.]

#### E. BUREAU POLICY

- [1. Development of military personnel]  
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.
- [2. Contacts by designated Agents]  
Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated[to contact him.]
- [3. Divulging information to informant]  
No information should be divulged to[a potential]informant[or an informant] concerning any of the Bureau's investigative activity other than that which is essential to[his]proper operation.

## A. DEFINITIONS

1. Security informant  
Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.
2. Potential security informant  
Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.
3. Double agent  
A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.
4. Confidential source  
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers, telephone company employees, American employees of foreign official establishments, employees of the United Nations Secretariat, and individuals who furnish trash in connection with trash covers. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

## B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals which are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
  - a. Complainants in security matters
  - b. Persons interviewed in connection with security cases
  - c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - d. Bureau applicants as possible informants
  - e. Personal friends and contacts of Special Agents and other Bureau employees
  - f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of [reserve] index
4. Ascertain possibilities of reactivating former confidential informants.
5. Survey possibilities of trash covers.
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members. The Progressive Party file also might prove a fertile field.

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

#### C. INVESTIGATION OF POTENTIAL SECURITY INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. Discreet canvass of [logical] informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

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- f. If the informant receives from outside employment less than \$4800, all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and \$4800.
- g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.
- 7. Stipulation re payments made to witnesses
  - a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department [a set of Photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of Photostats will be transmitted to the field office in whose territory the trial will take place.] The office handling prosecution must determine from the [Government] attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:
    - (1) The correct, full name
    - (2) All aliases, code names, and symbol numbers
    - (3) The first date of contact by your office
    - (4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
    - (5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses.  
[Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.]
    - (6) A listing of any advances, refunds, and outstanding balances of advances
    - (7) The date of last contact by your office
    - (8) Whether the individual has been contacted by any other office
  - b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.
  - c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.
  - d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.
- 8. Receipt of unemployment compensation
  - a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.
  - b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to

protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

9. Handling money and property received by double agents

- a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
- b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.
- c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
- d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

0. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid for services or expenses on a regular basis. If such confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all unpaid security informants.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

- (6) Informants should include in the body of their statements specific dates and places; purpose of the meeting or activity being related; identities of speakers and persons present, plus their known status in any group; specific activity engaged in by each individual present; and comments made by each individual.
- (7) Informant should identify each page at the bottom by affixing his code name. Any corrections, erasures, changes, or additions should be similarly identified.
- (8) Agents' names should never appear on any page.
- (9) Informant should refer to himself in the body of the statement by his true name and he should use the third person.
- (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., thereto, nor should he place any markings thereon, such as his initials, date of receipt from informant, permanent symbol number of informant, file numbers, indexing symbols, etc.
- (11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on a channelizing memorandum which should contain the applicable items set forth on form FD-306.
- (12) Extraneous material should be kept to an absolute minimum. Informants should leave out such items as:
  - (a) Any reference concerning the Director and the Bureau
  - (b) References to other documents and statements submitted by the informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be furnished orally by informant to contacting Agent who will record the information in memorandum form for the informant file.

b. Furnished orally by informant

- (1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with the making of the oral statement by the informant to the Agent. The following items furnished by informant should be left out:
  - (a) Any reference concerning the Director and the Bureau
  - (b) References to other documents and statements submitted by the informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be recorded in memorandum form for the informant file.

- (2) Prepare on paper devoid of any Bureau markings or identification.
- (3) Date it at the top with the date the informant furnishes the information to the Agent. No other date is desired except the date of the meeting or activity which shall be set forth in the body of the statement.
- (4) Separate statements should be prepared for each meeting or each separate activity in which informants engage and should be dictated by the Agent as if the informant were preparing them himself.
- (5) The information, after being reduced to writing, should then be read promptly by the informant and acknowledged by him by affixing his code name on each page. In espionage and foreign nationality matters authentication by informants is necessary only where future prosecution is possible.

- (6) After informant authenticates his statement, contacting Agent should prepare a cover sheet, form FD-306, which should be stapled to it and thereafter the statement should be handled as a written one in accordance with instructions set out in 2, a, (10), and (11).
- (7) Oral information furnished by informant purely of lead value should be incorporated in an office memorandum by the Agent and should not be initialed by the informant or exhibited to him or treated as evidence.

### 3. Transmission of information

- a. Statements should be personally delivered to contacting Agent by informants whenever possible. Careful consideration should be given to full security of all such personal contacts.
- b. They should never be mailed to field office or resident agency.
- c. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
- d. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory.
- e. More than one informant may send statements to a specific post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of post office employees.
- f. Envelope enclosing statement should have return address of another confidential post office box obtained under a fictitious name in the same manner as d.
- g. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for any extended period of time.
- h. When informant receives information of vital and immediate interest to Bureau, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication. Office should take any necessary action without delay.

### 4. Handling of lead information

- a. All lead information obtained from informant must be run out to a logical conclusion.
- b. If there is only partial name of individual or meager descriptive data, and if there is sufficient data available to do so, file should be opened and assigned to effect an identification and to take any necessary action.
- c. If there is insufficient information to warrant opening case, a tickler card should be prepared to follow with the informant and take other logical steps in an effort to obtain additional identifying data concerning the individual. Tickler cards should be restricted to information which would warrant investigation if an identity is established. This will eliminate inconsequential items, but at the same time definite steps must be taken to run out affirmative information. If no identification is made after reasonable effort, prepare memorandum for informant's subfile. If an identification is made, a file should be opened and any necessary action taken in connection therewith.

### 5. Handling documentary material furnished by informants

- a. Pamphlets and similar documentary material furnished by informants should have placed thereon the informant's code name.
- b. Informant should affix date he received the material. If informant cannot recall date of receipt, the date he furnished material should be affixed.
- c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material by Agents or clerical personnel.

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- (2) Residence and employment (If no change since last justification letter, merely state "no change.")
  - (3) Current membership [and position held] in subversive organizations [(When justification is submitted for racial informants, substitute the word "racial" for the word "subversive." )]
  - (4) Summary of information furnished and/or services rendered during pertinent period
  - (5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
  - (6) Type and number of meetings attended and other activity
  - (7) Number of written and oral statements submitted (List separately.)
  - (8) Information furnished of unusual value
  - (9) Approximate number of persons on whom informant furnished coverage and their importance
  - (10) Steps being taken to advance informant
  - (11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
  - (12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
  - (13) All necessary action taken on information furnished
  - (14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

- (Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")
- c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
  - d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.
  - e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.
  - f. In order for this system to function properly, payment letters must be explicit.
  - g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
  - h. Discontinuance of payments  
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
  - i. Extraordinary expenses  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. Four-month evaluation of informants not paid on Bureau authority  
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.
5. Receipts  
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. [If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.]
  - a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on a period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving the money
  - c. [Receipts are not to be witnessed by another Agent.]
  - d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.]
  - [e.] When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.
6. Income tax returns
  - a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
  - b. Since all informants are considered independent contractors, the income they receive from the Bureau is self-employment income but, since the Bureau does not consider their activity as the carrying on of a trade or business, they may consider dispensing with the filing of a schedule C as part of form 1040 if they so desire.
  - c. The informant's own personal situation, however, should be taken into consideration as he may receive income from other sources as an independent contractor which would require the deduction of self-employment tax, regardless of any Bureau income he may receive.
  - d. In considering the filing of a tax on self-employment income, such a return is based upon net earnings from self-employment of \$400 or more. If an informant receives less than \$400 from the Bureau and has no other self-employment income, this money in any event is not subject to the self-employment tax. If the informant receives \$4800 or more from outside employment subject to Social Security tax, again the self-employment tax requirements do not apply.
  - e. Bureau income should be set forth under item 10 on page one of the Federal income tax return, form 1040, as "Other Income" and explained under schedule H(3) on page three of the return as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

- f. If the informant receives from outside employment less than \$4800, all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and \$4800.
  - g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.
7. Stipulation re payments made to witnesses
- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department [a set of Photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of Photostats will be transmitted to the field office in whose territory the trial will take place.] The office handling prosecution must determine from the [Government] attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:
    - (1) The correct, full name
    - (2) All aliases, code names, and symbol numbers
    - (3) The first date of contact by your office
    - (4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
    - (5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses.  
[Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.]
    - (6) A listing of any advances, refunds, and outstanding balances of advances
    - (7) The date of last contact by your office
    - (8) Whether the individual has been contacted by any other office
  - b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.
  - c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.
  - d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.
8. Receipt of unemployment compensation
- a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.
  - b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to



protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

9. Handling money and property received by double agents

- a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
- b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.
- c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
- d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

0. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid under [Bureau authority (not SAC authority)] for services or expenses. If [the] confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all security informants [not paid under Bureau authority.]
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquart City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

- (6) Informants should include in the body of their statements specific dates and places; purpose of the meeting or activity being related; identities of speakers and persons present, plus their known status in any group; specific activity engaged in by each individual present; and comments made by each individual.
- (7) Informant should identify each page at the bottom by affixing his code name. Any corrections, erasures, changes, or additions should be identified [by informant affixing his code name or the initials of his code name.]
- (8) Agents' names should never appear on any page.
- (9) Informant should refer to himself in the body of the statement by his true name and he should use the third person.
- (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., thereto, nor should he place any markings thereon, such as his initials, date of receipt from informant, permanent symbol number of informant, file numbers, indexing symbols, etc.
- (11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on a channelizing memorandum which should contain the applicable items set forth on form FD-306.
- (12) Extraneous material should be kept to an absolute minimum. Informants should leave out such items as:
  - (a) Any reference concerning the Director and the Bureau
  - (b) References to other documents and statements submitted by the informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be furnished orally by informant to contacting Agent who will record the information in memorandum form for the informant file.

b. Furnished orally by informant

- (1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with the making of the oral statement by the informant to the Agent. The following items furnished by informant should be left out:
  - (a) Any reference concerning the Director and the Bureau
  - (b) References to other documents and statements submitted by the informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant.

These data should be recorded in memorandum form for the informant file.

- (2) Prepare on paper devoid of any Bureau markings or identification.
- (3) Date it at the top with the date the informant furnishes the information to the Agent. No other date is desired except the date of the meeting or activity which shall be set forth in the body of the statement.
- (4) Separate statements should be prepared for each meeting or each separate activity in which informants engage and should be dictated by the Agent as if the informant were preparing them himself.
- (5) The information, after being reduced to writing, should then be read promptly by the informant and acknowledged by him by affixing his code name on each page. In espionage and foreign nationality matters authentication by informants is necessary only where future prosecution is possible.

- (6) After informant authenticates his statement, contacting Agent should prepare a cover sheet, form FD-306, which should be stapled to it and thereafter the statement should be handled as a written one in accordance with instructions set out in 2, a, (10), and (11).
  - (7) Oral information furnished by informant purely of lead value should be incorporated in an office memorandum by the Agent and should not be initialed by the informant or exhibited to him or treated as evidence.
3. Transmission of information
    - a. Statements should be personally delivered to contacting Agent by informants whenever possible. Careful consideration should be given to full security of all such personal contacts.
    - b. They should never be mailed to field office or resident agency.
    - c. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
    - d. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory.
    - e. More than one informant may send statements to a specific post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of post office employees.
    - f. Envelope enclosing statement should have return address of another confidential post office box obtained under a fictitious name in the same manner as d.
    - g. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for any extended period of time.
    - h. When informant receives information of vital and immediate interest to Bureau, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication. Office should take any necessary action without delay.
  4. Handling of lead information
    - a. All lead information obtained from informant must be run out to a logical conclusion.
    - b. If there is only partial name of individual or meager descriptive data, and if there is sufficient data available to do so, file should be opened and assigned to effect an identification and to take any necessary action.
    - c. If there is insufficient information to warrant opening case, a tickler card should be prepared to follow with the informant and take other logical steps in an effort to obtain additional identifying data concerning the individual. Tickler cards should be restricted to information which would warrant investigation if an identity is established. This will eliminate inconsequential items, but at the same time definite steps must be taken to run out affirmative information. If no identification is made after reasonable effort, prepare memorandum for informant's subfile. If an identification is made, a file should be opened and any necessary action taken in connection therewith.
  5. Handling documentary material furnished by informants
    - a. Pamphlets and similar documentary material furnished by informants should have placed thereon the informant's code name.
    - b. Informant should affix date he received the material. If informant cannot recall date of receipt, the date he furnished material should be affixed.
    - c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material by Agents or clerical personnel.

## 4. Subfiles

- a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
- b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

## 5. Channelization

Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."

## 6. Channelizing memoranda - destruction of following submission of reports in security cases

For instructions concerning the destruction of channelizing memoranda in security cases following submission of reports, see [Manual of Rules and Regulations.]

## 7. Dissemination of information

Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.

## 8. Correspondence

Correspondence submitted by security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

## 9. Maintenance of files

- a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
- b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
- c. All informant files should be maintained in such a manner as to assure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
- d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

## 10. Use of informant by Department - filing correspondence re

From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.

## 11. Form FD-238

Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

[ 12.] Bulky material submitted by informant

Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants

- a. Gifts should not be given to informants since such actions might be misconstrued.
- b. Relationship between Agents and informants shall be maintained on a businesslike basis.
- c. Expenditures for gifts to informants will not be approved as blue slip items.
- d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. SAC authority to pay informants

- a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to \$200 and totaling not more than \$200 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
- b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
- c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass - intelligently such blue slips for payment.
- d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling \$200.

3. Payments on continuing basis - Bureau authority

- a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
- b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)

(1) Recommendation

(Use following wording as nearly as possible:

"I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to \$\_\_\_\_(amount) per\_\_\_\_(month, week) for services, plus up to \$\_\_\_\_(amount) per\_\_\_\_(month, week) for expenses actually incurred for a period of \_\_\_\_months, effective \_\_\_\_ (date).")

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

## T. CLASSIFICATION - 134

## U. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
  - c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source. Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
  - d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
  - e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security and criminal informants.
3. Index
  - a. Index cards [on form FD-348] like those prepared for informants must be made up and filed as an adjunct to the criminal informant index or the security informant index, depending on the type of information furnished.
  - b. The symbol index is handled similarly to the symbol index on informants.
  - c. Duplicate confidential source cards may be maintained with the criminal informant index and the security informant index if the source furnishes information of value in both types of investigations.
4. Files  
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. The same procedure should be followed concerning racial confidential sources, the classification being 137. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

## 5. Utilization

- a. If confidential source is to be used for assistance in security or racial investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security and potential racial informants.
- b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
- c. Records of contacts with confidential sources who have pending files may be posted.
- d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
- e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
  - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
- f. [One of the required copies of the letter requesting authority to use a subject as a confidential source should consist of the first page of the letter.] If the request is approved at the Bureau, a stamped notation will be placed on the [single-page] copy and [it will be] returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

## 6. Security and racial confidential sources - certification of stability and payments

- a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial confidential sources. See 107N, 3b, for form of letter.
- b. If the security or racial source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 7. Gifts

Gifts to sources shall not be reclaimed as blue slip items.

## 8. Discontinuance

Advise Bureau when confidential source is discontinued, and the reasons therefor.

- f. If the informant receives from outside employment less than \$4800, all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and \$4800.
  - g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.
  - [h. When an informant or former informant is initially considered as a potential witness in a Bureau case, determine whether he paid Federal and state taxes on the income he received from the Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling the situation.]
7. Stipulation re payments made to witnesses
- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department a set of Photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of Photostats will be transmitted to the field office in whose territory the trial will take place. The office handling prosecution must determine from the Government attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:
    - (1) The correct, full name
    - (2) All aliases, code names, and symbol numbers
    - (3) The first date of contact by your office
    - (4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
    - (5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.
    - (6) A listing of any advances, refunds, and outstanding balances of advances
    - (7) The date of last contact by your office
    - (8) Whether the individual has been contacted by any other office
  - b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.
  - c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.
  - d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.
8. Receipt of unemployment compensation
- a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.



- b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.
- 9. Handling money and property received by double agents
  - a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
  - b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.
  - c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
  - d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

#### O. SEMI-ANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid under Bureau authority (not SAC authority) for services or expenses. If the confidential source has no symbol number, list his name.
2. Also list the symbol number of all security informants not paid under Bureau authority.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. When no informant coverage exists or where coverage provided by informants or sources who are not members, such factor should be shown relative to each unit.

Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

- (2) Residence and employment (If no change since last justification letter, merely state "no change.")
- (3) Current membership [and position held] in subversive organizations [(When justification is submitted for racial informants, substitute the word "racial" for the word "subversive.")]
- (4) Summary of information furnished and/or services rendered during pertinent period
- (5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
- (6) Type and number of meetings attended and other activity
- (7) Number of written and oral statements submitted (List separately.)
- (8) Information furnished of unusual value
- (9) Approximate number of persons on whom informant furnished coverage and their importance
- (10) Steps being taken to advance informant
- (11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
- (12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
- (13) All necessary action taken on information furnished
- (14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

- (Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")
- c. When payment to an informant has been authorized for a period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
  - d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.
  - e. Letter requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.
  - f. In order for this system to function properly, payment letters must be explicit.
  - g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
  - h. Discontinuance of payments  
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
  - i. Extraordinary expenses  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. Four-month evaluation of informants not paid on Bureau authority  
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.
5. Receipts  
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
  - a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on a period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving the money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
  - e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.
6. Income tax returns
  - a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
  - b. Since all informants are considered independent contractors, the income they receive from the Bureau is self-employment income but, since the Bureau does not consider their activity as the carrying on of a profession or business, they may consider dispensing with the filing of a schedule C as part of form 1040 if they so desire.
  - c. The informant's own personal situation, however, should be taken into consideration as he may receive income from other sources as an independent contractor which would require the deduction of self-employment tax, regardless of any Bureau income he may receive.
  - d. In considering the filing of a tax on self-employment income, such a return is based upon net earnings from self-employment of \$400 or more. If an informant receives less than \$400 from the Bureau and has no other self-employment income, this money in any event is not subject to the self-employment tax. If the informant receives \$4800 or more from outside employment subject to Social Security tax, again the self-employment tax requirements do not apply.
  - e. Bureau income should be set forth under item 5 on page one of the Federal income tax return, form 1040, and explained as part of schedule B, of the return as income received from other sources or personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

- b. Symbol number index
    - (1) The same official as set out in 1a (1) above is to maintain the symbol number index. This index shall contain a card for each individual to whom a symbol number has been assigned.
    - (2) File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind the numerical symbol index.
  - c. The above indices (alphabetical name index and symbol number index) shall not be available for review by Agents seeking informant help in connection with their cases.
  - d. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by the official having custody of the cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of his activities and type of information he furnishes.
2. Index entitled "Informants and Sources in Other Divisions"
- a. A separate index may be maintained for the use of Agents on informants and sources in other divisions who may be available for assistance.
  - b. If such index is maintained, a separate index card is to be prepared on each informant and source that has been furnished.
  - c. These cards should contain brief background data, together with the identity of the Bureau communication which contains the complete background data.
  - d. File these cards alphabetically by name and symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.
3. Agents' informative index
- a. An Agents' informative index may be maintained by the same official as set out in 1a (1) above for the use of Agents on the type of informant coverage in the division.
  - b. File these cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
  - c. Behind each geographical location there should be a guide card indicating the type of information which can be furnished, such as Communist Party, Civil Rights Congress, Polish Activity, etc.
  - d. On this guide card set forth the symbol numbers of the informants and confidential sources who can provide this coverage.
  - e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.
  - f. When an individual can provide more than one type of information, his symbol or identity (if a potential informant, confidential source, panel source, or source of information without permanent symbol) should be set forth on as many cards as the types of information provided.
  - g. These guide cards should show the above data and it is to be placed alongside the name and symbol number, as the case may be, of the contacting Agents to whom a request may be made for a specific check with the individual.
  - h. Also, there may be set forth on these guide cards symbol numbers of informants who move outside the division and who still remain excellent sources regarding past activities. They should be declassified from informants to confidential sources or sources of information. If any such individual has moved from a division and is being utilized by the division to which he has moved and has received a symbol number from the latter division, such designation should be indicated on the guide card.
  - i. The names or symbol numbers, as the case may be, of individuals contained in the index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on the appropriate guide cards in this index.

## 4. Currency and security

All indices shall be maintained in a current status at all times in a manner which provides tight security of the information and yet makes it easily available to Agents having a need thereof.

## L. INDEX CARDS

- [ 1. Index cards [(FD-348) shall be executed] for the alphabetical name index.
- [ 2. [Use form FD-348] for the symbol number index. [Execute only the following
- [ items:]

Symbol: File No:  
 (Informant, potential  
 informant, or confidential  
 source)

Name:

- 3. Contacts with informants should not be posted on index cards since this information is shown in the informant's administrative file.

## M. INFORMANT FILES

## 1. Opening

- a. When active investigation is initiated relative to an individual who has potential as an informant or confidential source and he is not the subject of a security-type file, a 134 classification file should be opened and maintained in a pending status until efforts to develop the subject are discontinued.
- b. If an individual is the subject of a security case and after being interviewed with Bureau authority he indicates he is cooperative and has potentiality as an informant, a 134 file should be opened and maintained in a pending status while under development as a potential informant. In espionage and foreign nationality matters the existing file may be used rather than opening a new 134 file if this is practical and will reduce paper work.
- c. Individual files on all active informants should be maintained and carried as pending active files.

## 2. Monthly administrative report

Files on potential informants and informants shall be included in the tabulations and calculations of delinquencies in the monthly administrative report.

## 3. Assignment and tickler cards

- a. Assignment and tickler cards should be maintained.
- b. The true name of informant is not to appear on the assignment and tickler cards.

## G. INFORMANTS' INFORMATION

1. General instructions re oral and written information
  - a. Instructions regarding preparation, submission, and handling of information received from informants apply not only to security informants but also to potential security informants, panel sources, security confidential sources, and security sources of information.
  - b. Specific instructions and guidance must be given to informants concerning preparation of statements containing their information.
  - c. They should be submitted as quickly as possible after a meeting or activity.
  - d. Written statements should be submitted whenever possible, but if such cannot be done information may be provided orally. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
  - e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
  - f. All information furnished by informants orally or in writing must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."
  - g. Prior to any prosecution or administrative hearing, advise the trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. The trial attorney will thus be prepared in the event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.
  - h. See subsection M for instructions regarding filing informant statements.
2. Recording written and oral information
  - a. Written by informant
    - (1) May be in handwriting or hand printing of informant or typed.
    - (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
    - (3) Prepare on paper devoid of any Bureau markings or identification.
    - (4) Date when informant prepares statement should be placed at the top of it.
    - (5) All information obtained by informants regarding each meeting or each separate activity in which they engage should be submitted in one statement whether the information is of evidentiary or intelligence value.

- b. As means of obtaining closer control, obtain signed statement set out below whenever feasible and practical. In those instances in which it is not practical to secure a signed statement from an informant or double agent, advise Bureau of complete details. The SAC and the Agent handling the informant or double agent should determine the appropriate time in the informant's operation when the statement should be completed.

I, \_\_\_\_\_, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) \_\_\_\_\_

Witnessed: \_\_\_\_\_

- [ 8. Execution of party questionnaires]
  - a. Informants, particularly in Communist Party, oftentimes must execute "Party" questionnaires and in doing so should be instructed to be extremely careful not to jeopardize their position as informants.
  - b. If necessary, each item in questionnaire should be discussed with informant to be certain his identity as informant is protected.
- [ 9. Informant's activity in organizations]
  - a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.
  - b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of the organization's precepts; request leaders to furnish source for study purposes; and enter discussions, not quietly sit back as observers.
  - c. Changes in the organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of the motivation behind such changes, but be certain opinions and suggestions given are labeled as such.
  - d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but at the same time should be cautioned to do so in such a manner as to avoid suspicion.
- [ 10. Transfer of informants to other areas]
  - a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
  - b. Keep in mind overall coverage of organization. If informant becomes prominent and may be able to expand his field of activity beyond your field division, all means encourage him to do so in order to provide a wider coverage for the Bureau's work.
- [ 11. Action by informant when uncovered]
  - a. If informant is uncovered by subversive elements, he should be instructed to defend himself vigorously and demand proof of his informant activity.
  - b. Suspicion in many cases is directed to an informant without to back it up and by bluffing informant may confuse the issue to the point where his services may not be lost. This procedure should be carefully handled and each situation considered on its merits.
  - c. In some cases it may be necessary for informant to acquiesce to charges of deviation from the strict discipline of the organization involved, as by so doing he may cast off suspicion.

## 12. Requests of informant to help defend others

- a. If a security informant is requested by the Communist Party, communists being prosecuted by the Government, or by other interested parties to assist in the preparation of the defense in subversive-type cases or receives assignment where such information is readily available, informant should tactfully decline such assignments.
- b. Any such request received by informant should be reported immediately to the contacting Agent and made a matter of record.
- c. If the informant cannot avoid becoming involved, he should be instructed not to report to the contacting Agent any information pertaining to defense plans or strategy.
- d. Any such incident must be reported promptly to the Bureau.

## [ 13. Preparation for testifying

[ Contacting Agent must condition the informant to the fact that someday  
[ the knowledge he possesses may be needed as evidence in court to assist  
[ the Government in combating the evil of communism. Psychologically  
[ prepare the informant for the fact that he may at some future date be  
[ called upon to render a still further contribution to his Government by  
[ testifying to the information he has furnished on security matters.  
[ Proper indoctrination of the informant is essential as the Bureau must  
[ provide witnesses whenever the Department initiates prosecutions in  
[ security cases.]



8. Potential security informants in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and deseco program, section 108K, 6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, and develop an individual as a potential informant.

D. INTERVIEWS AND DEVELOPMENT OF POTENTIAL SECURITY INFORMANTS

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to develop individual as a security informant.
2. When authority is granted by Bureau, steps should be taken to develop his potentiality and he should be made aware of Bureau policy.
3. Carefully plan initial interviews as to time and location to prevent any embarrassment to Bureau.
4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.
6. Advise Bureau of progress being made at least every four months. Letters concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis, should contain informative summary of information furnished during past four months, and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These letters should follow the form indicated under section 108K, 3b, but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.
7. Post records of contacts with potential informants so that the cases will not become delinquent.
8. During interviews with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.
9. Potential informant should have contacts, associates, or possibilities for engaging in activity through which he can obtain and furnish current information of Bureau interest in security field.
10. If individual does not have potential as above described but is willing to cooperate, consider indicating to him he can be of assistance if he places himself in a position where he may be able to obtain information of value. In this regard, address of local headquarters of subversive organizations or meeting places of subversive groups may be mentioned to the individual as places where it may be possible for him to obtain information if he so desires; also, it may be mentioned that if he subscribes to periodicals or frequents such places above mentioned, he may be approached or an interest may be shown in him which, if developed, would be the means whereby he could obtain information.
11. Inform potential informants who agree to assist the Bureau that such assistance must be strictly voluntary and they are to understand that there is no coercion or intimidation involved.

- [ 12. During initial stages of development and on occasion active informants  
[ may raise a personal question concerning their own position if it  
[ becomes known publicly that they are affiliated with a subversive  
[ organization. In the event a potential informant or informant inquires  
[ as to what can be done for him in such a case, he may be told that  
[ his cooperation is a matter of record in the FBI and if some question  
[ arises concerning his loyalty we will consider making the facts of his  
[ cooperation with the FBI known to his employer or to the responsible  
[ individuals. It should be pointed out that this action may make it  
[ impossible for him to continue on behalf of the FBI and the service  
[ which he is performing for his country may be terminated. Before  
[ taking steps to advise anyone of a potential informant's or informant's  
[ cooperation, prior Bureau authority must be obtained.
- [ 13. Specifically advise each potential informant that he is not and cannot  
[ consider himself a Bureau employee or "undercover Agent" of the FBI.  
[ In this regard, the seriousness of violating the impersonation statutes  
[ must be impressed upon the informant.
- [ 14. Advise potential informant that his cooperation must be strictly confi-  
[ dential at all times and if he should feel he cannot maintain this  
[ confidence he should so advise. There should be no doubt left in the  
[ mind of the informant that his relationship must remain on a confidential  
[ basis and if he violates the confidence he will be of no value and  
[ so doing the Bureau's investigative activity may be jeopardized. This  
[ must be thoroughly impressed upon the informant before you accept him  
[ as such. If the informant has a special problem which would require  
[ his revealing his relationship to his wife, etc., this should be learned  
[ from him during the initial interview and a recommendation made to the  
[ Bureau when the results of the interview are furnished. The special  
[ circumstances will be taken into consideration by the Bureau.
- [ 15. If a prospective informant is connected in any manner with a l.  
[ union, inform him that the Bureau is not interested in employer  
[ employee relationships as such and is only concerned with obtain-  
[ information on the infiltration in labor unions by subversive elements.
- [ 16. If the potential informant is a student, teacher, or has any similar  
[ relations with a school, college, or university, in his initial interview  
[ and subsequent handling, be sure to follow current instructions concern-  
[ ing investigations on the campuses of colleges and universities.
- [ 17. From the first interview with a potential informant through his develop-  
[ ment and until he is discontinued, extreme caution should be used at  
[ all times to be certain he is not a plant.
- [ 18. When potential informant begins to furnish current information and  
[ otherwise qualifies for designation as informant, assign permanent  
[ symbol number and advise Bureau. This communication must be personally  
[ initialed by SAC or ASAC acting in his absence; individual's background  
[ must also be thoroughly reviewed at this time, keeping in mind possibility  
[ of using informant as potential witness. If individual has any  
[ weaknesses, set forth safeguards being followed to insure security and  
[ to prevent embarrassment to Bureau.]

#### E. BUREAU POLICY

- [ [1. Development of military personnel]  
[ Do not develop informants among military personnel on military reserva-  
[ tions, establishments, etc., unless specifically approved by the Bureau.
- [ [2. Contacts by designated Agents]  
[ Contacts with an informant or potential informant should only be made by  
[ the Agent or Agents specifically designated[to contact him.]
- [ [3. Divulging information to informant]  
[ No information should be divulged to[a potential]informant[or an informant]  
[ concerning any of the Bureau's investigative activity other than that  
[ which is essential to[his]proper operation.

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- (6) Informants should include in the body of their statements specific dates and places; purpose of the meeting or activity being related; identities of makers and persons present, plus their known status in any group; specific activity engaged in by each individual present; and comments made by each individual.
- (7) Informant should identify [his statement] by affixing his code name [immediately under the last written line on each page.] Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or the initials of his code name.
- (8) Agents' names should never appear on any page.
- (9) Informant should refer to himself in the body of the statement by his true name and he should use the third person.
- (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., thereto, nor should he place any markings thereon, such as his initials, date of receipt from informant, permanent symbol number of informant, file numbers, indexing symbols, etc.
- (11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on a serializing memorandum which should contain the applicable items set forth on form FD-306.
- (12) Extraneous material should be kept to an absolute minimum. Informants should leave out such items as:
  - (a) Any reference concerning the Director and the Bureau
  - (b) References to other documents and statements submitted by the informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be furnished orally by informant to contacting Agent who will record the information in memorandum form for the informant file.

b. Furnished orally by informant

- (1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with the making of the oral statement by the informant to the Agent. The following items furnished by informant should be left out:
  - (a) Any reference concerning the Director and the Bureau
  - (b) References to other documents and statements submitted by the informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be recorded in memorandum form for the informant file.

- (2) Prepare on paper devoid of any Bureau markings or identification.
- (3) Date it at the top with the date the informant furnishes the information to the Agent. No other date is desired except the date of the meeting or activity which shall be set forth in the body of the statement.
- (4) Separate statements should be prepared for each meeting or each separate activity in which informants engage and should be dictated by the Agent as if the informant were preparing them himself.
- (5) The information, after being reduced to writing, should then be read promptly by the informant and acknowledged by him by affixing his code name on each page. In espionage and foreign nationality matters authentication by informants is necessary only where future prosecution is possible.

- (6) After informant authenticates his statement, contacting Agent should prepare a cover sheet, form FD-306, which should be stapled to it and thereafter the statement should be handled as a written one in accordance with instructions set out in 2, a, (10), and (11).
  - (7) Oral information furnished by informant purely of lead value should be incorporated in an office memorandum by the Agent and should not be initialed by the informant or exhibited to him or treated as evidence.
3. Transmission of information
    - a. Statements should be personally delivered to contacting Agent by informants whenever possible. Careful consideration should be given to full security of all such personal contacts.
    - b. They should never be mailed to field office or resident agency.
    - c. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
    - d. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory.
    - e. More than one informant may send statements to a specific post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of post office employees.
    - f. Envelope enclosing statement should have return address of another confidential post office box obtained under a fictitious name in the same manner as d.
    - g. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for any extended period of time.
    - h. When informant receives information of vital and immediate interest to Bureau, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication. Office should take any necessary action without delay.
  4. Handling of lead information
    - a. All lead information obtained from informant must be run out to a logical conclusion.
    - b. If there is only partial name of individual or meager descriptive data, and if there is sufficient data available to do so, file should be opened and assigned to effect an identification and to take any necessary action.
    - c. If there is insufficient information to warrant opening case, a tickler card should be prepared to follow with the informant and take other logical steps in an effort to obtain additional identifying data concerning the individual. Tickler cards should be restricted to information which would warrant investigation if an identity is established. This will eliminate inconsequential items, but at the same time definite steps must be taken to run out affirmative information. If no identification is made after reasonable effort, prepare memorandum for informant's subfile. If an identification is made, a file should be opened and any necessary action taken in connection therewith.
  5. Handling documentary material furnished by informants
    - a. Pamphlets and similar documentary material furnished by informants should have placed thereon the informant's code name.
    - b. Informant should affix date he received the material. If informant cannot recall date of receipt, the date he furnished material should be affixed.
    - c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material by Agents or clerical personnel.

4. Subfiles
  - a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
  - b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization

Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."
6. Channelizing memoranda - destruction of  
For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.
7. Dissemination of information

Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.
8. Correspondence

Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
  - a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
  - b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
  - c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
  - d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re  
From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238  
Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

[ 12.] Bulky material submitted by informant

Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants

- a. Gifts should not be given to informants since such actions might be misconstrued.
- b. Relationship between Agents and informants shall be maintained on a businesslike basis.
- c. Expenditures for gifts to informants will not be approved as blue slip items.
- d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. SAC authority to pay informants

- a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to \$200 and totaling not more than \$200 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
- b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
- c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
- d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling \$200.

3. Payments on continuing basis - Bureau authority

- a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
- b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown.  
(In espionage and foreign nationality matters, use subheadings where applicable.)

(1) Recommendation

(Use following wording as nearly as possible:

"I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to \$\_\_\_\_(amount) per\_\_\_\_(month, week) for services, plus up to \$\_\_\_\_(amount) per\_\_\_\_(month, week) for expenses actually incurred for a period of \_\_\_\_months, effective \_\_\_\_ (date).")



8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

## T. CLASSIFICATION - 134

## U. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
  - c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source. Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
  - d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
  - e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security and criminal informants.
3. Index
  - a. Index cards [on form FD-348] like those prepared for informants must be made up and filed as an adjunct to the criminal informant index or the security informant index, depending on the type of information furnished.
  - b. The symbol index is handled similarly to the symbol index on informants.
  - c. Duplicate confidential source cards may be maintained with the criminal informant index and the security informant index if the source furnishes information of value in both types of investigations.
4. Files  
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until action to develop the individual are discontinued. The same procedure should be followed concerning racial confidential sources, the classification being 137. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

## 5. Utilization

- a. If confidential source is to be used for assistance in security or racial investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security and potential racial informants.
- b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
- c. Records of contacts with confidential sources who have pending files may be posted.
- d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
- e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
  - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
- f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

## 6. Security and racial confidential sources - certification of stability and payments

- a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial confidential sources. See 107N, 3b, for form of letter.
- b. If the security or racial source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 7. Gifts

[ Gifts should not be given to sources since such actions might be misconstrued. ]

## 8. Discontinuance

Advise Bureau when confidential source is discontinued, and the reasons therefor.

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant

Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants

- a. Gifts should not be given to informants since such actions might be misconstrued.
- b. Relationship between Agents and informants shall be maintained on a businesslike basis.
- c. [Deleted]
- d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. SAC authority to pay informants

- a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to \$200 and totaling not more than \$200 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
- b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
- c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
- d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling \$200.

3. Payments on continuing basis - Bureau authority

- a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
- b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)

(1) Recommendation

(Use following wording as nearly as possible:

"I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to \$\_\_\_\_ (amount) per \_\_\_\_ (month, week) for services, plus up to \$\_\_\_\_ (amount) per \_\_\_\_ (month, week) for expenses actually incurred for a period of \_\_\_\_ months, effective \_\_\_\_ (date).")

4. Subfiles
  - a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
  - b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization

Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."
6. Channelizing memoranda - destruction of

For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.
7. Dissemination of information

Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.
8. Correspondence

Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
  - a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
  - b. Subfiles containing written statements may be maintained in the open files section; provided there is no disclosure of the informant's identity on the statements.
  - c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
  - d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re

From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238

Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

## T. CLASSIFICATION - 134

## U. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
  - c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source. Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
  - d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
  - e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security, [racial,] and criminal informants.
3. Index
  - a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, [racial informant index,] or the security informant index, depending on the type of information furnished.
  - b. The symbol index is handled similarly to the symbol index on informants.
  - c. Duplicate confidential source cards may be maintained with the criminal informant index, [racial informant index,] and the security informant index if the source furnishes information of value in [these] types of investigations.
4. Files  
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

## 5. Utilization

- a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
  - b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
  - c. Records of contacts with confidential sources who have pending files may be posted.
  - d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
  - e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
    - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
    - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
    - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
  - f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
- a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, 3b, for form of letter.
  - b. If the security source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
7. Gifts
- Gifts should not be given to sources since such actions might be misconstrued.
8. Discontinuance
- Advise Bureau when confidential source is discontinued, and the reasons therefor.

4. Recording investigative activity  
All investigative activity must be made a matter of record in the field office files with all sources of information being completely identified. Sources include all confidential informants - criminal, security, [and racial.] Agents must not have and use informants known only to the individual Agents personally.

F. INDOCTRINATION, DIRECTION, AND CONTROL OF SECURITY INFORMANTS

1. Caution against divulging relationship
  - a. During initial development and consistently thereafter, impress upon informant the absolute necessity that he refrain from divulging through any media any information regarding his relationship with Bureau.
  - b. These instructions must be properly worded and phrased to prevent any possibility Bureau's being accused of attempting to impose censorship.
2. Developing additional background
  - a. During development of informant, additional data concerning his background should be continuously obtained from informant.
  - b. After gaining informant's confidence, information will be elicited which may be pertinent to his operation and may have effect upon his retention, such as data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk as an informant.
3. Handling indications of instability
  - a. Details of any indications of instability should be furnished to the Bureau immediately upon being obtained, with recommendations as to informant's continuance.
  - b. Set forth the steps being taken to prevent any embarrassment to Bureau.
4. Contacts by Agents
  - a. Except in espionage and foreign nationality matters where the frequency of contact is dependent on the circumstances of each case, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks.
  - b. If such frequent contacts cannot be established, obtain specific Bureau authority for an exception to this requirement (except in espionage and foreign nationality matters). In requesting such exception, set forth all attendant circumstances.
  - c. During each contact, informant's activities since previous contact should be carefully reviewed and the contacting Agent should make certain the informant has furnished in writing or verbally all information and data which he has obtained since the last contact. If additional or supplementary information is furnished during this contact with the informant, this information should be handled in the same manner as outlined in subsection G.
  - d. Contacting Agent should become so well acquainted with informant that he will not breach the confidential relationship. If there is slightest indication informant may do so, Agent should be able to anticipate this action and forestall it.
  - e. Contacting Agent should not only collect information but also direct informant, be aware of his activities, and maintain such close relationship that he knows how informant is thinking with regard to Bureau connection. This relationship should not be so reciprocal that informant obtains information concerning Agent or Agent's business, personal or official.
  - f. Good judgment must prevail in handling informant to see he does not become too familiar with Agent and later cause embarrassment to Agent or Bureau by using for his own advantage such knowledge which he may obtain.
  - g. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.

- h. Any arrangements for paying informant or personally contacting him must be specific and no doubt should be left in the minds of either the Agent or informant as to the methods of payment, amount, place, and time.
  - i. Informants should be instructed to use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants the unlisted office telephone number for emergency communication. [This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.]
  - j. Positive information received from informant should be the subject of a written statement by informant or a memorandum prepared by contacting Agent to be placed in the informant's subfile and appropriately channelized.
  - k. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
  - l. The dates of negative contacts and file numbers of the cases involved must appear in informant's administrative file. Where a file has more than one subject, the name of the subject under inquiry should also be noted. Do not set forth title of the case involved on the form.
  - m. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
  - n. Alternate Agent should be designated for contacts with informant and former should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent in absence of Agent to whom informant is assigned.
- [ 5. [Checking reliability]
- a. Reliability of informants must be constantly checked.
  - b. Consideration should be given to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
  - c. Checks on reliability must be constantly reviewed during time informant is active.
6. Fingerprints
- a. After informant has been developed and unless some reason to the contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
  - b. If informant refuses, do not force the issue.
  - c. Informant's fingerprints, when obtained, should be forwarded as enclosure to FD-165 using applicant-type fingerprint card, form FD-258. This card should be properly executed showing subject's complete description, including date and place of birth. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.
  - d. A flash notice is to be placed by the field in the files of the Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.
  - e. When informant is discontinued, retain flash notice for one year following discontinuance. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.
- [ 7. [Control - statement of cooperation]
- a. Close control must be exercised over activities of informants and double agents in order to obtain maximum results in security cases and to prevent any possible embarrassment to Bureau.



- d. All such material should be transmitted in the same manner as statements furnished by informant.
- e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

#### H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS

- 1. Carefully handle and create basis for acquisition
  - a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.
  - c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.
- 2. Locating information to pass

Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.
- 3. Obtaining Bureau authority

Bureau authority must be obtained to pass any information in a double agent operation except:

  - a. Newspaper articles
  - b. Magazine articles
  - c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)
- 4. Retention of copies of passed material
  - a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.
  - b. Such material should be appropriately identified by the double agent.
  - c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.
  - d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.
  - e. It is not necessary to retain copies of build-up material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.

#### I. SYMBOLS

- 1. Assigning numbers
  - a. All informants should be designated by a permanent symbol number of which the Bureau must be advised. Once a symbol number is assigned, it must not subsequently be reassigned to another[individual.]
  - b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.
  - c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
  - d. An additional cover name should be used by informant in signing his statements and in communications between the informant and the field office.
  - e. Bureau should be advised of this cover name in addition to the permanent symbol.

## 2. Communications - use of symbols

- a. After Bureau is advised of the permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
- b. In all communications after the initial letter, Bureau and field office file numbers for informant must be set forth.
- c. In communications between offices, the same procedure is to be followed.
- d. Informants and sources entering another division
  - (1) Active informants and sources entering another division on temporary basis for Bureau business or for personal reasons should be referred to in initial letter to interested office by true name and symbol number if it is necessary for the other division to know the identity of the informant. Office receiving such letter should make appropriate index cards and place same in "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
  - (2) Individuals who leave the division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name should be used in all administrative correspondence.
  - (3) If an informant is transferred to another office and remains active, his identity must still be protected.
- e. In communications, the teletype abbreviation for the field office, symbol, and letter suffix "S" shall be shown to identify the informant; e.g., "NY 000-S."
- f. In communications concerning a potential security informant, the name of the potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
- g. Similarly, in communications relative to confidential sources, the abbreviation "CS" should be used; e.g., "Richard Roe, CS."
- h. When symbol numbers are assigned to potential security informants, the designation should be as follows: "LA 000-PSI."
- i. In communications relative to a confidential source having a permanent symbol number, the following should be used: "CS LA 000-S."
- j. In espionage and foreign nationality matters the caption of the communication should show in addition a character and the country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing the mail at the Bureau.

## J. INDEXING

1. True names and aliases of all informants, as well as the cover name assigned to them for informants' use in submitting their statements, but not their permanent Bureau symbol numbers, shall be indexed in the general office indices in the same manner as any other name.
2. These index cards should show the file number of the informant and such terms as "Informant" or "Potential Security Informant" shall not appear.

## K. INDICES

1. Alphabetical name index and symbol number index
  - a. Alphabetical name index
    - (1) In all offices all active potential security and security informant cards are to be kept by the SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice. This is to be known as the alphabetical name index.
    - (2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

## T. CLASSIFICATION - 134

## U. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
  - c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source. Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
  - d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
  - e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security, [racial,] and criminal informants.
3. Index
  - a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, [racial informant index,] or the security informant index, depending on the type of information furnished.
  - b. The symbol index is handled similarly to the symbol index on informants.
  - c. Duplicate confidential source cards may be maintained with the criminal informant index, [racial informant index,] and the security informant index if the source furnishes information of value in [these] types of investigations.
4. Files  
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

## 5. Utilization

- a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
- b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
- c. Records of contacts with confidential sources who have pending files may be posted.
- d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
- e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
  - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
- f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

## 6. Security confidential sources - certification of stability and payments

- a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, 3b, for form of letter.
- b. If the security source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 7. Gifts

Gifts should not be given to sources since such actions might be misconstrued.

## 8. Discontinuance

Advise Bureau [of the date] when confidential source is discontinued, and the reasons therefor.

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

<u>Office</u>	<u>Dates</u>
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
[Las Vegas	" "]
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
St. Louis	June 15 and December 15
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Tampa	" "
Washington, D. C.	" "

## P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

## Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau [of the date] when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the source of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

- d. All such material should be transmitted in the same manner as statements furnished by informant.
- e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

#### H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS

1. Carefully handle and create basis for acquisition
  - a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.
  - c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.
2. Locating information to pass  
Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.
3. Obtaining Bureau authority  
Bureau authority must be obtained to pass any information in a double agent operation except:
  - a. Newspaper articles
  - b. Magazine articles
  - c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)
4. Retention of copies of passed material
  - a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.
  - b. Such material should be appropriately identified by the double agent.
  - c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.
  - d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.
  - e. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.

#### I. SYMBOLS

1. Assigning numbers
  - a. All informants should be designated by a permanent symbol number of which the Bureau must be advised. Once a symbol number is assigned, it must not be subsequently reassigned [to any other security, racial, or criminal informant or source or confidential technique.].
  - b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.
  - c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
  - d. An additional cover name should be used by informant in signing his statements and in communications between the informant and the field office.
  - e. Bureau should be advised of this cover name in addition to the permanent symbol.

2. Communications - use of symbols
  - a. After Bureau is advised of the permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
  - b. In all communications after the initial letter, Bureau and field office file numbers for informant must be set forth.
  - c. In communications between offices, the same procedure is to be followed.
  - d. Informants and sources entering another division
    - (1) Active informants and sources entering another division on temporary basis for Bureau business or for personal reasons should be referred to in initial letter to interested office by true name and symbol number if it is necessary for the other division to know the identity of the informant. Office receiving such letter should make appropriate index cards and place same in "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
    - (2) Individuals who leave the division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name should be used in all administrative correspondence.
    - (3) If an informant is transferred to another office and remains active, his identity must still be protected.
  - e. In communications, the teletype abbreviation for the field office, symbol, and letter suffix "S" shall be shown to identify the informant; e.g., "NY 000-S."
  - f. In communications concerning a potential security informant, the name of the potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
  - g. Similarly, in communications relative to confidential sources, the abbreviation "CS" should be used; e.g., "Richard Roe, CS."
  - h. When symbol numbers are assigned to potential security informants, the designation should be as follows: "LA 000-PSI."
  - i. In communications relative to a confidential source having a permanent symbol number, the following should be used: "CS LA 000-S."
  - j. In espionage and foreign nationality matters the caption of the communication should show in addition a character and the country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing the mail at the Bureau.

## J. INDEXING

1. True names and aliases of all informants, as well as the cover name assigned to them for informants' use in submitting their statements, but not their permanent Bureau symbol numbers, shall be indexed in the general office indices in the same manner as any other name.
2. These index cards should show the file number of the informant and such terms as "Informant" or "Potential Security Informant" shall not appear.

## K. INDICES

1. Alphabetical name index and symbol number index
  - a. Alphabetical name index
    - (1) In all offices all active potential security and security informant cards are to be kept by the SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice. This is to be known as the alphabetical name index.
    - (2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.



8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

## T. CLASSIFICATION -- 134

## U. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
  - c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; [e.g., "Richard Roe, CS."] Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
  - d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
  - e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
  - a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
  - b. The symbol index is handled similarly to the symbol index on informants.
  - c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files  
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

## 5. Utilization

- a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
  - b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
  - c. Records of contacts with confidential sources who have pending files may be posted.
  - d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
  - e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
    - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
    - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
    - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
  - f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.
6. Security confidential sources - certification of stability and payments
- a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, 3b, for form of letter.
  - b. If the security source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
7. Gifts
- Gifts should not be given to sources since such actions might be misconstrued.
8. Discontinuance
- [ Advise Bureau[of the date]when confidential source is discontinued, and the reasons therefor.

5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

<u>Office</u>	<u>Dates</u>
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
[ Jackson	" "]
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
Las Vegas	" "
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
St. Louis	June 15 and December 15
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Tampa	" "
Washington, D. C.	" "

## P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

## Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau[of the date]when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

## I. SYMBOLS

## 1. Assigning numbers

- a. All informants should be designated by a permanent symbol number of which the Bureau must be advised. Once a number is assigned, it must not be subsequently reassigned to any other informant, source, or confidential technique, [regardless of type or designation.]
- b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.
- c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
- d. An additional cover name should be used by informant in signing his statements and in communications between the informant and the field office.
- e. Bureau should be advised of this cover name in addition to the permanent symbol.
- [f. The prefix of a symbol number is made up of the appropriate field office teletype abbreviation followed by the appropriate assigned number.
- g. The suffix of the symbol number will consist of the letter "S" to designate a security informant; the letters "PSI" to designate a potential security informant.
- h. Although an individual, confidential technique, or source may subsequently furnish information requiring a change in designation (e.g., from security to criminal or to racial, etc.), the number previously assigned will remain the same; however, the suffix is to be changed to the appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY 000-R).]

## 2. Communications - use of symbols

- a. After Bureau is advised of the permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
- b. In all communications after the initial letter, Bureau and field office file numbers for informant must be set forth.
- c. In communications between offices, the same procedure is to be followed.
- d. Informants and sources entering another division
  - (1) Active informants and sources entering another division on temporary basis for Bureau business or for personal reasons should be referred to in initial letter to interested office by true name and symbol number if it is necessary for the other division to know the identity of the informant. Office receiving such letter should make appropriate index cards and place same in "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
  - (2) Individuals who leave the division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name should be used in all administrative correspondence.
  - (3) If an informant is transferred to another office and remains active, his identity must still be protected.
- e. [Deleted]
- f. In communications concerning a potential security informant [when a symbol number is not assigned,] the name of the potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
- g. [Deleted]
- h. [Deleted]
- i. [Deleted]
- j. In espionage and foreign nationality matters the caption of the communication should show in addition a character and the country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing the mail at the Bureau.

## J. INDEXING

1. True names and aliases of all informants, as well as the cover name assigned to them for informants' use in submitting their statements, but not their permanent Bureau symbol numbers, shall be indexed in the general office indices in the same manner as any other name.
2. These index cards should show the file number of the informant and such terms as "Informant" or "Potential Security Informant" shall not appear.

## K. INDICES

1. Alphabetical name index and symbol number index
  - a. Alphabetical name index
    - (1) In all offices all active potential security and security informant cards are to be kept by the SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice. This is to be known as the alphabetical name index.
    - (2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.

- d. All such material should be transmitted in the same manner as statements furnished by informant.
- e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

#### H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS

- 1. Carefully handle and create basis for acquisition
  - a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.
  - c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.
- 2. Locating information to pass  
Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.
- 3. Obtaining Bureau authority  
Bureau authority must be obtained to pass any information in a double agent operation except:
  - a. Newspaper articles
  - b. Magazine articles
  - c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)
- 4. Retention of copies of passed material
  - a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.
  - b. Such material should be appropriately identified by the double agent.
  - c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.
  - d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.
  - e. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.

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- [e.] When an informant or former informant is initially considered as a potential witness in a Bureau case, determine whether he paid Federal and state taxes on the income he received from the Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling the situation.
7. Stipulation re payments made to witnesses
- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department a set of photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of photostats will be transmitted to the field office in whose territory the trial will take place. The office handling prosecution must determine from the Government attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:
- (1) The correct, full name
  - (2) All aliases, code names, and symbol numbers
  - (3) The first date of contact by your office
  - (4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
  - (5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.
  - (6) A listing of any advances, refunds, and outstanding balances of advances
  - (7) The date of last contact by your office
  - (8) Whether the individual has been contacted by any other office
- b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.
- c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.
- d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.
8. Receipt of unemployment compensation
- a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

- b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.
- 9. Handling money and property received by double agents
  - a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
  - b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.
  - c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
  - d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

#### O. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid under Bureau authority (not SAC authority) for services or expenses. If the confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all security informants not paid under Bureau authority.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

- (2) Residence and employment (If no change since last justification letter, merely state "no change.")
- (3) Current membership [and position held] in subversive organizations [(When justification is submitted for racial informants, substitute the word "racial" for the word "subversive.")]
- (4) Summary of information furnished and/or services rendered during pertinent period
- (5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
- (6) Type and number of meetings attended and other activity
- (7) Number of written and oral statements submitted (List separately.)
- (8) Information furnished of unusual value
- (9) Approximate number of persons on whom informant furnished coverage and their importance
- (10) Steps being taken to advance informant
- (11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
- (12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
- (13) All necessary action taken on information furnished
- (14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

- c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
- d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.
- e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.
- f. In order for this system to function properly, payment letters must be explicit.
- g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
- h. Discontinuance of payments  
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
- i. Extraordinary expenses  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. Four-month evaluation of informants not paid on Bureau authority  
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.
5. Receipts  
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
  - a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on a period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving the money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
  - e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.
6. Income tax returns
  - a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
  - [ b.] Bureau income should be set forth under item 5 on page one of the Federal income tax return, form 1040, and explained under part V, [3,] schedule B, of the return as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - [ c.] If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
  - [ d.] Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.]

## A. DEFINITIONS

1. Security informant  
Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.
2. Potential security informant  
Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.
3. Double agent  
A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.
4. Confidential source  
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers, telephone company employees, American employees of foreign official establishments, [and] employees of the United Nations Secretariat. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

## B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
  - a. Complainants in security matters
  - b. Persons interviewed in connection with security cases
  - c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - d. Bureau applicants as possible informants
  - e. Personal friends and contacts of Special Agents and other Bureau employees
  - f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. [Deleted]
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

#### C. INVESTIGATION OF POTENTIAL SECURITY INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. Discreet canvass of [logical] informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

- (2) Residence and employment (If no change since last justification letter, merely state "no change.")
- (3) Current membership and position held in subversive organizations
- (4) Summary of information furnished and/or services rendered during pertinent period
- (5) Amount paid for services and expenses by month  
(Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
- (6) Type and number of meetings attended and other activity
- (7) Number of written and oral statements submitted  
(List separately.)
- (8) Information furnished of unusual value
- (9) Approximate number of persons on whom informant furnished coverage and their importance
- (10) Steps being taken to advance informant
- (11) Stability and reliability  
(Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
- (12) Indoctrination against disclosure  
(State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
- (13) All necessary action taken on information furnished.
- (14) Miscellaneous  
(Any other matters concerning informant's operation which should be brought to Bureau's attention)

- (Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")
- c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
  - d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.
  - e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.
  - f. In order for this system to function properly, payment letters must be explicit.
  - g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
  - h. Discontinuance of payments  
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
  - i. Extraordinary expenses  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.



4. Four-month evaluation of informants not paid on Bureau authority  
If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.
5. Receipts  
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
  - a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on a period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving the money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
  - e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.
6. Income tax returns
  - a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
  - b. Bureau income should be set forth [on the] Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
  - d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

8. Potential security informants in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and deseco program, section 105K, 6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, and develop an individual as a potential informant.

D. INTERVIEWS AND DEVELOPMENT OF POTENTIAL SECURITY INFORMANTS

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to [designate] individual as a [Bureau-approved potential] security informant [and proceed with his development.]
2. When authority is granted by Bureau, steps should be taken to develop his potentiality and he should be made aware of Bureau policy.
3. Carefully plan initial interviews as to time and location to prevent any embarrassment to Bureau.
4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.
6. Advise Bureau of progress being made at least every four months. Letter concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis, should contain informative summary of information furnished during past four months, and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These letters should follow the form indicated under section 107N, 3b, but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.
7. Post records of contacts with potential informants so that the cases will not become delinquent.
8. During interviews with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.
9. Potential informant should have contacts, associates, or possibilities for engaging in activity through which he can obtain and furnish current information of Bureau interest in security field.
10. If individual does not have potential as above described but is willing to cooperate, consider indicating to him he can be of assistance if he places himself in a position where he may be able to obtain information of value. In this regard, address of local headquarters of subversive organizations or meeting places of subversive groups may be mentioned to the individual as places where it may be possible for him to obtain information if he so desires; also, it may be mentioned that if he subscribes to periodicals or frequents such places above mentioned, he may be approached or an interest may be shown in him which, if developed, would be the means whereby he could obtain information.
11. Inform potential informants who agree to assist the Bureau that such assistance must be strictly voluntary and they are to understand that there is no coercion or intimidation involved.

- [ 12. During initial stages of development and on occasion active informants  
[ may raise a personal question concerning their own position if it  
[ becomes known publicly that they are affiliated with a subversive  
[ organization. In the event a potential informant or informant inquires  
[ as to what can be done for him in such a case, he may be told that  
[ his cooperation is a matter of record in the FBI and if some question  
[ arises concerning his loyalty we will consider making the facts of his  
[ cooperation with the FBI known to his employer or to the responsible  
[ individuals. It should be pointed out that this action may make it  
[ impossible for him to continue on behalf of the FBI and the service  
[ which he is performing for his country may be terminated. Before  
[ taking steps to advise anyone of a potential informant's or informant's  
[ cooperation, prior Bureau authority must be obtained.
- [ 13. Specifically advise each potential informant that he is not and cannot  
[ consider himself a Bureau employee or "undercover Agent" of the FBI.  
[ In this regard, the seriousness of violating the impersonation statutes  
[ must be impressed upon the informant.
- [ 14. Advise potential informant that his cooperation must be strictly confi-  
[ dential at all times and if he should feel he cannot maintain this  
[ confidence he should so advise. There should be no doubt left in the  
[ mind of the informant that his relationship must remain on a confidential  
[ basis and if he violates the confidence he will be of no value and by  
[ so doing the Bureau's investigative activity may be jeopardized. This  
[ must be thoroughly impressed upon the informant before you accept him  
[ as such. If the informant has a special problem which would require  
[ his revealing his relationship to his wife, etc., this should be learned  
[ from him during the initial interview and a recommendation made to the  
[ Bureau when the results of the interview are furnished. The special  
[ circumstances will be taken into consideration by the Bureau.
- [ 15. If a prospective informant is connected in any manner with a labor  
[ union, inform him that the Bureau is not interested in employer-  
[ employee relationships as such and is only concerned with obtaining  
[ information on the infiltration in labor unions by subversive elements.
- [ 16. If the potential informant is a student, teacher, or has any similar  
[ relations with a school, college, or university, in his initial interview  
[ and subsequent handling, be sure to follow current instructions concern-  
[ ing investigations on the campuses of colleges and universities.
- [ 17. From the first interview with a potential informant through his develop-  
[ ment and until he is discontinued, extreme caution should be used at  
[ all times to be certain he is not a plant.
- [ 18. When potential informant begins to furnish current information and  
[ otherwise qualifies for designation as informant, assign permanent  
[ symbol number and advise Bureau. This communication must be personally  
[ initialed by SAC or ASAC acting in his absence; individual's background  
[ must also be thoroughly reviewed at this time, keeping in mind possibility  
[ of using informant as a potential witness. If individual has any  
[ weaknesses, set forth safeguards being followed to insure security and  
[ to prevent embarrassment to Bureau.]

#### E. BUREAU POLICY

- [ [1. Development of military personnel]  
[ Do not develop informants among military personnel on military reserva-  
[ tions, establishments, etc., unless specifically approved by the Bureau.
- [ [2. Contacts by designated Agents]  
[ Contacts with an informant or potential informant should only be made by  
[ the Agent or Agents specifically designated[to contact him.]
- [ [3. Divulging information to informant]  
[ No information should be divulged to[a potential]informant[or an informant]  
[ concerning any of the Bureau's investigative activity other than that  
[ which is essential to[his]proper operation.

## A. DEFINITIONS

1. Security informant  
Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.
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A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.
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An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

## B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
  - a. Complainants in security matters
  - b. Persons interviewed in connection with security cases
  - c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - d. Bureau applicants as possible informants
  - e. Personal friends and contacts of Special Agents and other Bureau employees
  - f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Deleted
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

#### C. INVESTIGATION OF POTENTIAL SECURITY INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. Discreet canvass of [logical] informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

8. [Persons being considered for use] in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and deseco program, section 105K, 6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, [or designate] an individual as a potential [security] informant.

[D. APPROVAL, INDOCTRINATION, DEVELOPMENT, AND CONTROL OF POTENTIAL SECURITY INFORMANTS]

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to designate individual as a Bureau-approved potential security informant and [to] proceed with his development. [Do not submit on a UACB basis. Include a physical description.]
2. [Deleted]
3. [After designation as a Bureau-approved potential security informant, the following matters should be made clear to him:]
  - [a.] His assistance is strictly voluntary and he is to understand that there is no coercion or intimidation involved.
  - [b.] He is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon him.
  - [c.] His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and by so doing the Bureau's investigative activity may be jeopardized. If he has a special program which would require revealing his [assistance] to his wife [or other pertinent individual,] this should be [ascertained and an appropriate recommendation made to the Bureau.] The special circumstances will be taken into consideration by the Bureau [and you will be advised accordingly.]
  - [d.] If the potential informant is connected in any manner with a labor union, inform him that the Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on the infiltration of labor unions by subversive elements.
  - [e.] If the potential informant is a student, teacher, or has any similar relations with a school, college, or university, in the initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.
4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.
6. Advise Bureau of progress being made at least every four months. Letters concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis, should contain informative summary of information furnished during past four months, and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These letters should follow the form indicated under section 107N, 3b, but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.

7. Post records of contacts with potential informants so that the cases will not become delinquent.
- [ 8. During[contacts]with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.
- [ 9. [Deleted]
- [ 10. [Deleted]
- [ [11.] During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.
- [ [12.] From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.
- [ [13.] When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility of using informant as a witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.

## E. BUREAU POLICY

1. Development of military personnel  
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.
2. Contacts by designated Agents  
Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated to contact him.
3. Divulging information to informant  
No information should be divulged to a potential informant or an informant concerning any of the Bureau's investigative activity other than that which is essential to his proper operation.

## A. DEFINITIONS

1. Security informant  
Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.
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A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.
4. Confidential source  
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make a concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

## B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
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  - b. Persons interviewed in connection with security cases
  - c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - d. Bureau applicants as possible informants
  - e. Personal friends and contacts of Special Agents and other Bureau employees
  - f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals
3. Review of reserve index
4. Ascertain possibilities of reactivating former confidential informants.
5. Deleted
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.



9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
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14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

[C. [INTERVIEWS WITH AND DEVELOPMENT OF BACKGROUND ON INDIVIDUALS BEING  
[ CONSIDERED FOR INFORMANT PURPOSES]

When a decision is made to consider a particular individual for informant purposes, background investigation must be conducted. [Extensive background investigation should not be conducted, however, until the individual has been interviewed and it has been determined he is willing to assist the Bureau. Obtain prior Bureau authority to interview whenever the restrictions imposed in section 87D, item 6b, (7), volume III, and section 105K, item 6b, (10), volume IV, relative to interviews apply. Background investigation should] consist of the following:

1. Check of field office files for derogatory information
2. Discreet canvass of logical informants to ascertain if the[individual] is known to[them].
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the[individual] can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the[individual] is not sufficient; [his]background must be established by the investigation, [including discreet inquiries among persons who are personally acquainted with him.]
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain[any]record [he may have.]
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

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5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

<u>Office</u>	<u>Dates</u>
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
[Columbia	" "
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jackson	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
Las Vegas	" "
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
St. Louis	June 15 and December 15
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Tampa	" "
Washington, D. C.	" "

## P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

## Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau [of the date] when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

## A. DEFINITIONS

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## 2. Potential security informant

Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, [or is in a position to secure pertinent foreign intelligence data,] and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.

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- f. Sources of information, confidential sources, and contacts on continuous basis

## 2. Review of closed security files on individuals

## 3. Review of reserve index

## 4. Ascertain possibilities of reactivating former confidential informants.

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## 6. Review factionalism section of file on Communist Party, USA.

## 7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.

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6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

## T. CLASSIFICATION - 134

## U. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
  - c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; [e.g., "Richard Roe, CS."] Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
  - d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
  - e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
  - a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
  - b. The symbol index is handled similarly to the symbol index on informants.
  - c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files  
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

## 5. Utilization

- a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
- b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
- c. Records of contacts with confidential sources who have pending files may be posted.
- d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
- e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
  - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
- f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

## 6. Security confidential sources - certification of stability and payments

- a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, [item]3b, for form of letter.
- b. If the security source is not being paid on Bureau authorization [or if he is not an employee of a foreign diplomatic establishment or an international organization] and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
- [c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification should be submitted to the Bureau every four months. See 107N, [item]3b, for form of letter.]

## 7. Gifts

Gifts should not be given to sources since such actions might be misconstrued.

## 8. Discontinuance

Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

## SECTION 107. SECURITY INFORMANTS AND CONFIDENTIAL SOURCES

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5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

Office	Dates
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Columbia	" "
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jackson	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
Las Vegas	" "
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
[Sacramento]	June 15 and December 15
St. Louis	" "
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Tampa	" "
Washington, D. C.	" "

## P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

## Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau [of the date] when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

- h. Any arrangements for paying informant or personally contacting him must be specific and no doubt should be left in the minds of either the Agent or informant as to the methods of payment, amount, place, and time.
- i. Informants should be instructed to use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants the [nonpublished] office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
- j. Positive information received from informant should be the subject of a written statement by informant or a memorandum prepared by contacting Agent to be placed in the informant's subfile and appropriately channelized.
- k. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
- l. The dates of negative contacts and file numbers of the cases involved must appear in informant's administrative file. Where a file has more than one subject, the name of the subject under inquiry should also be noted. Do not set forth title of the case involved on the form.
- m. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
- n. Alternate Agent should be designated for contacts with informant and former should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent in absence of Agent to whom informant is assigned.
- 5. Checking reliability
  - a. Reliability of informants must be constantly checked.
  - b. Consideration should be given to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
  - c. Checks on reliability must be constantly reviewed during time informant is active.
- 6. Fingerprints
  - a. After informant has been developed and unless some reason to the contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
  - b. If informant refuses, do not force the issue.
  - c. Informant's fingerprints, when obtained, should be forwarded as enclosure to FD-165 using applicant-type fingerprint card, form FD-258. This card should be properly executed showing subject's complete description, including date and place of birth. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.
  - d. A flash notice is to be placed by the field in the files of the Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.
  - e. When informant is discontinued, retain flash notice for one year following discontinuance. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.
- 7. Control - statement of cooperation
  - a. Close control must be exercised over activities of informants and double agents in order to obtain maximum results in security cases and to prevent any possible embarrassment to Bureau.

4. Recording investigative activity  
All investigative activity must be made a matter of record in the field office files with all sources of information being completely identified. Sources include all confidential informants - criminal, security, (and social.) Agents must not have and use informants known only to the individual Agents personally.

## F. INDOCTRINATION, DIRECTION, AND CONTROL OF SECURITY INFORMANTS

1. Caution against divulging relationship
  - a. During initial development and consistently thereafter, impress upon informant the absolute necessity that he refrain from divulging through any media any information regarding his relationship with Bureau.
  - b. These instructions must be properly worded and phrased to prevent any possibility Bureau's being accused of attempting to impose censorship.
2. Developing additional background
  - a. During development of informant, additional data concerning his background should be continuously obtained from informant.
  - b. After gaining informant's confidence, information will be elicited which may be pertinent to his operation and may have effect upon his retention, such as data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk as an informant.
3. Handling indications of instability
  - a. Details of any indications of instability should be furnished to the Bureau immediately upon being obtained, with recommendations as to informant's continuance.
  - b. Set forth the steps being taken to prevent any embarrassment to Bureau.
4. Contacts by Agents
  - a. Except in espionage and foreign nationality matters where the frequency of contact is dependent on the circumstances of each case, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks.
  - b. If such frequent contacts cannot be established, obtain specific Bureau authority for an exception to this requirement (except in espionage and foreign nationality matters). In requesting such exception, set forth all attendant circumstances.
  - c. During each contact, informant's activities since previous contact should be carefully reviewed and the contacting Agent should make certain the informant has furnished in writing or verbally all information and data which he has obtained since the last contact. If additional or supplementary information is furnished during this contact with the informant, this information should be handled in the same manner as outlined in subsection G.
  - d. Contacting Agent should become so well acquainted with informant that he will not breach the confidential relationship. If there is slightest indication informant may do so, Agent should be able to anticipate this action and forestall it.
  - e. Contacting Agent should not only collect information but also direct informant, be aware of his activities, and maintain such close relationship that he knows how informant is thinking with regard to Bureau connection. This relationship should not be so reciprocal that informant obtains information concerning Agent or Agent's business, personal or official.
  - f. Good judgment must prevail in handling informant to see he does not become too familiar with Agent and later cause embarrassment to Agent or Bureau by using for his own advantage such knowledge which he may obtain.
  - g. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.

## A. DEFINITION

## 1. Security informant

Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal, that he is able to obtain and does provide current information of value; [or furnish pertinent foreign intelligence data of value on a regular basis.]

## 2. Potential security informant

Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, [or is in a position to secure pertinent foreign intelligence data, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.

## 3. Double agent

A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.

## 4. Confidential source

An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.

## B. SOURCES OF POTENTIAL SECURITY INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. Assistance in obtaining potential informants, the following is suggested:

## 1. Evaluation of

- a. Complainants in security matters
- b. Persons interviewed in connection with security cases
- c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
- d. Bureau applicants as possible informants
- e. Personal friends and contacts of Special Agents and other Bureau employees
- f. Sources of information, confidential sources, and contacts on continuous basis

## 2. Review of closed security files on individuals

## 3. Review of reserve index

## 4. Ascertain possibilities of reactivating former confidential informants.

## 5. Deleted

## 6. Review factionalism section of file on Communist Party, USA.

## 7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.

## 8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.



9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in U. S.
19. Individuals who because of background, employment, or social status are in position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

#### INTERVIEWS WITH AND DEVELOPMENT OF BACKGROUND ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When a decision is made to consider a particular individual for informant purposes, background investigation must be conducted. Extensive background investigation should not be conducted, however, until the individual has been interviewed and it has been determined he is willing to assist the Bureau. Obtain prior Bureau authority to interview whenever the restrictions imposed in section 87D, item 6b, (7), volume III, and section 105L, item 6b, (9), volume IV, relative to interviews apply. Background investigation should consist of the following:

1. Check of field office files for derogatory information
2. Discreet canvass of logical informants to ascertain if the individual is known to them
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the individual can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the individual is not sufficient; his background must be established by the investigation, including discreet inquiries among persons who are personally acquainted with him.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an [FD-165] form which should be transmitted to the Identification Division to obtain any record he may have [and to place a stop against his fingerprints if they are on file.]
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

4. Subfiles
  - a. A subfile is required on each informant who submits statements, written or oral, except espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
  - b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization
 

Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."
6. Channelizing memoranda - destruction of
 

For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.
7. Dissemination of information
 

Information submitted by informants, potential informant, confidential sources, or sources of information should be reported to the Bureau and interested offices of other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of information.
8. Evidence submitted in security informant and potential security informant matters should be strictly limited to the administrative files of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
  - a. All symbol number informant files, [pending and closed,] shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, [or responsible employee designated by the SAC.]
  - b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
  - c. All informant files shall be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
  - d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re
 

From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238
 

Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or an index to show where in the file particular data can be found. This form is to be kept as a top

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant

Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants

- a. Gifts should not be given to informants since such actions might be misconstrued.
- b. Relationship between Agents and informants shall be maintained on a businesslike basis.
- c. [Deleted]
- d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. SAC authority to pay informants

- a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expenses of an individual to obtain such information, SAC may approve payment of amounts up to \$200 and totaling not more than \$200 on a continuing basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of amount, this authority of the SAC may not be utilized.
- b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
- c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
- d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling \$200.

3. Payments on continuing basis - Bureau authority

- a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
- b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (For espionage and foreign nationality matters, use subheadings where applicable.)

(1) Recommendation

(Use following wording as nearly as possible:

"I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to \$\_\_\_\_ (amount) per \_\_\_\_ (month, week) for services, plus up to \$\_\_\_\_ (amount) per \_\_\_\_ (month, week) for expenses actually incurred for a period of \_\_\_\_ months, effective \_\_\_\_ (date)."

## 4. Subfiles

- a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign disloyalty matters where subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
- b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

## 5. Channelization

Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies.

## 6. Channelizing memoranda - destruction of

For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.

## 7. Dissemination of information

Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.

## 8. Correspondence

Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

## 9. Maintenance of files

- a. All symbol number informant files, pending and closed, shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, or responsible employee designated by the SAC.
- b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
- c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
- d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

## 10. Use of informant by Department - filing correspondence re

From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.

## 11. Form FD-238

Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

document in the pertinent informant file and is not to be serialized. If a particular section of the form is not applicable, such should be noted thereon. When a later section becomes applicable, the serial number can be noted thereon.

## 12. Bulky material submitted by informant

When an informant submits bulky material other than a statement and pertinent to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

## N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

### 1. No gifts to informants

a. Gifts should not be given to informants since such actions might be misconstrued.

b. Relationship between Agents and informants shall be maintained on a businesslike basis.

c. [Deleted]

Investigative employees must not approach, directly or indirectly, representatives of companies, trade industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

### 2. Special authority to pay informant

a. Special authority is granted in which it is necessary and expedient to expend money for information concerning matters or persons under investigation which is not otherwise obtainable, or to advance expense money to an individual to obtain such information, may apply for payments up to \$200 and totaling not more than \$200 per informant per year, regardless of the number of payments.

This authority applies to informants who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an informant has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.

b. Individuals who are paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."

c. The blue slip containing any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.

d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling \$200.

### 3. Payments on continuing basis - Bureau authority

a. To pay anyone on a continuing basis, obtain specific Bureau authorization.

b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)

#### (1) Recommendation

(Use following wording as nearly as possible:

"I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to \$\_\_\_\_ (amount) per \_\_\_\_ (month, week) for services, plus up to \$\_\_\_\_ (amount) per \_\_\_\_ (month, week) for expenses actually incurred for a period of \_\_\_\_ months, effective \_\_\_\_ (date)."

## G. INFORMANTS' INFORMATION

1. General instructions regarding oral and written information
  - a. Instructions regarding preparation, submission, and handling of information received from informants apply not only to security informants but also to potential security informants, panel sources, security confidential sources, and security sources of information.
  - b. Specific instructions and guidance must be given to informants concerning preparation of statements containing their information.
  - c. They should be submitted as quickly as possible after a meeting or activity.
  - d. Written statements should be submitted whenever possible, but if such cannot be done information may be provided orally. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
  - e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
  - f. All information furnished by informants orally or in writing must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for [channelization] and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies.
  - g. Prior to any prosecution or administrative hearing, advise the trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. The trial attorney will then be prepared in the event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.
  - h. See subsection H for instructions regarding filing informant statements.
2. Recording written and oral information
  - a. Written by informant
    - (1) May be in handwriting or hand printing of informant or typed.
    - (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
    - (3) Prepare on paper devoid of any Bureau markings or identification.
    - (4) Date when informant prepares statement should be placed at the top of it.
    - (5) All information obtained by informants regarding each meeting or each separate activity in which they engage should be submitted in one statement whether the information is of evidentiary or intelligence value.

8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

## T. CLASSIFICATION - 134

## U. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
  - c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; [e.g., "Richard Roe, CS."] Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
  - d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
  - e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
  - a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
  - b. The symbol index is handled similarly to the symbol index on informants.
  - c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files  
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

## 5. Utilization

- a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
- b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
- c. Records of contact with confidential sources who have pending files may be posted.
- d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
- e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
  - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
- f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

## 6. Security confidential sources - certification of stability and payments

- a. Every[six]months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, item 3b, for form of letter.
- b. If the security source is not being paid on Bureau authorization or if he is not an employee of a foreign diplomatic establishment or an international organization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
- c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification should be submitted to the Bureau every[six]months. See 107N, item 3b, for form of letter.

## 7. Gifts

Gifts should not be given to sources since such actions might be misconstrued.

## 8. Discontinuance

Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.



5. Listed below are all of the Bureau offices and the dates [annual] letters should be submitted:

<u>Office</u>	<u>Dates</u>
[Albany	January 15
[Albuquerque	" "
[Anchorage	" "
[Atlanta	January 31
[Baltimore	" "
[Birmingham	" "
[Boston	February 15
[Buffalo	" "
[Butte	" "
[Charlotte	February 28
[Chicago	January 31
[Cincinnati	February 28
[Cleveland	" "
[Columbia	March 15
[Dallas	" "
[Denver	" "
[Detroit	March 31
[El Paso	" "
[Honolulu	April 15
[Houston	" "
[Indianapolis	April 30
[Jackson	" "
[Jacksonville	May 15
[Kansas City	" "
[Knoxville	May 31
[Las Vegas	" "
[Little Rock	June 15
[Los Angeles	February 28
[Louisville	June 15
[Memphis	June 30
[Miami	" "
[Milwaukee	March 31
[Minneapolis	April 30
[Mobile	July 15
[Newark	May 31
[New Haven	July 15
[New Orleans	July 31
[New York	September 30
[Norfolk	July 31
[Oklahoma City	August 15
[Omaha	" "
[Philadelphia	August 31
[Phoenix	" "
[Pittsburgh	September 15
[Portland	" "
[Richmond	September 30
[Sacramento	" "
[St. Louis	October 15
[Salt Lake City	" "
[San Antonio	October 31
[San Diego	" "
[San Francisco	" "
[San Juan	November 15
[Savannah	" "
[Seattle	" "
[Springfield	November 30
[Tampa	" "
[Washington, D. C.	" "]

## P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

## Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Re-file the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau [of the date] when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section 69F, volume III, of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

[e.] When an informant or former informant is initially considered as a potential witness in a Bureau case, determine whether he paid Federal and state taxes on the income he received from the Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling the situation.

7. Stipulation re payments made to witnesses

- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department a set of photostats of the original receipts signed by the prospective witnesses. The original receipts and a set of photostats will be transmitted to the field office in whose territory the trial will take place. The office handling prosecution must determine from the Government attorney which individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:
  - (1) The correct, full name
  - (2) All aliases, code names, and symbol numbers
  - (3) The first date of contact by your office
  - (4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
  - (5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses. Although tabulations are not furnished to the Department, those prepared by your office will be reconciled with Bureau records.
  - (6) A listing of any advances, refunds, and outstanding balances of advances
  - (7) The date of last contact by your office
  - (8) Whether the individual has been contacted by any other office
- b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.
- c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.
- d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.

8. Receipt of unemployment compensation

- a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau must be placed in the position of condoning a violation of the law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.

- b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, those Bureau payments should be discontinued during the period they receive unemployment compensation benefits.
- 9. Handling money and property received by double agents
  - a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
  - b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name.
  - c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
  - d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.

## [O. [ANNUAL] LETTER

[ [Annual] letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid under Bureau authority (not SAC authority) for services or expenses. If the confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all security informants not paid under Bureau authority.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the [annual] letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

[ [Annual] letters may include any additional pertinent information re informant coverage that may be helpful in overall evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

- (2) Residence and employment (If no change since last justification letter, merely state "no change.")
- (3) Current membership and position held in subversive organizations
- (4) Summary of information furnished and/or services rendered during pertinent period. [Information and/or services available only from the informant must be specifically identified. (If there is none, a statement to that effect should be set out.)]
- (5) Amount paid for services and expenses by month (Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
- (6) Type and number of meetings attended and other activity
- (7) Number of written and oral statements submitted (List separately.)
- (8) Information furnished of unusual value
- (9) Approximate number of persons on whom informant furnished coverage and their importance
- (10) Steps being taken to advance informant
- (11) Stability and reliability (Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
- (12) Indoctrination against disclosure (State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
- (13) All necessary action taken on information furnished
- (14) Miscellaneous (Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

- c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
- d. Every[six]months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow for in subsection 3b.
- e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.
- f. In order for this system to function properly, payment letters must be explicit.
- g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
- h. Discontinuance of payments  
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
- i. Extraordinary expenses  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

- [ 4. [Six-month] evaluation of informants not paid on Bureau authority  
[ If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every[six]months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding those applicable items in subsection 3b.
5. Receipts  
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
- a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on a period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving the money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
  - e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.
6. Income tax returns
- a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
  - b. Bureau income should be set forth on the Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
  - d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

3. Persons being considered for use in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and defense program, section 105K, 6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, or designate an individual as a potential security informant.

D. APPROVAL, INDOCTRINATION, DEVELOPMENT, AND CONTROL OF POTENTIAL SECURITY INFORMANTS

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to designate individual as a Bureau-approved potential security informant and to proceed with his development. Do not submit on a UACB basis. Include a physical description.
- [2.] After designation as a Bureau-approved potential security informant, the following matters should be made clear to him:
  - a. His assistance is strictly voluntary and he is to understand that there is no coercion or intimidation involved.
  - b. He is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon him.
  - c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and by so doing the Bureau's investigative activity may be jeopardized. If he has a special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and an appropriate recommendation made to the Bureau. The special circumstances will be taken into consideration by the Bureau and you will be advised accordingly.
  - d. If the potential informant is connected in any manner with a labor union, inform him that the Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on the infiltration of labor unions by subversive elements.
  - e. If the potential informant is a student, teacher, or has similar relations with a school, college, or university, in the initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.
- [3.] Do not interview female potentials in their own homes or apartments unless necessary and all such interviews in their residences should be conducted by two Agents after specific approval of the superior in the field office responsible for development of informants. This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
- [4.] Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case, potential informants should be contacted personally at least once every two weeks in the same manner as informants.
- [5.] Advise Bureau of progress being made at least every[six]months. Letters concerning potential informants who are not being paid on Bureau authorization should be submitted on a UACB basis, should contain informative summary of information furnished during past[six]months, and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These letters should follow the form indicated under section 107N, 3b, but should omit item (5) concerning payments and reword item (1) to omit reference to any payment recommendation.

- [ 6.] Post records of contacts with potential informants so that the cases will not become delinquent.
- [ 7.] During contacts with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.
- [ 8.] During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider taking the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.
- [ 9.] From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.
- [ 10.] When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility of using informant as a witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.

#### E. BUREAU POLICY

1. Development of military personnel  
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.
2. Contacts by designated Agents  
Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated to contact him.
3. Divulging information to informant  
No information should be divulged to a potential informant or an informant concerning any of the Bureau's investigative activity other than that which is essential to his proper operation.



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5. Listed below are all of the Bureau offices and the dates[annual] letters should be submitted:

<u>Office</u>	<u>Date</u>
Albany	January 15
Albuquerque	" "
Anchorage	" "
Atlanta	January 31
Baltimore	" "
Birmingham	" "
Boston	February 15
Buffalo	" "
Butte	" "
Charlotte	February 28
Chicago	January 31
Cincinnati	February 28
Cleveland	" "
Columbia	March 15
Dallas	" "
Denver	" "
Detroit	March 31
El Paso	" "
Honolulu	April 15
Houston	" "
Indianapolis	April 30
Jackson	" "
Jacksonville	May 15
Kansas City	" "
Knoxville	May 31
Las Vegas	" "
Little Rock	June 15
Los Angeles	February 28
Louisville	June 15
Memphis	June 30
Miami	" "
Milwaukee	March 31
Minneapolis	April 30
Mobile	July 15
Newark	May 31
New Haven	July 15
New Orleans	July 31
New York	September 30
Norfolk	July 31
Oklahoma City	August 15
Omaha	" "
Philadelphia	August 31
Phoenix	" "
Pittsburgh	September 15
Portland	" "
Richmond	September 30
Sacramento	" "
St. Louis	October 15
Salt Lake City	" "
San Antonio	October 31
San Diego	" "
San Francisco	" "
San Juan	November 15
Savannah	" "
Seattle	" "
Springfield	November 30
Tampa	" "
Washington, D. C.	" "]

## F. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

## G. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau of the date when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section [19,] volume [II,] of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

[U. PANEL SOURCE]

1. Definition  
See page 3 of this section.
2. Background investigation and approval
  - a. Check prospective panelists through office indices, canvass logical informants, review appropriate credit report, and military records.
  - b. If no pertinent derogatory information developed, initial contact may be made with a prospective panelist to ascertain person's cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
  - c. Submit letter to Bureau requesting authority to use individual as a panel source and set out following information:
    - (1) Results of required background investigation and data as to date, place of birth, citizenship, status if foreign born, residence and employment addresses
    - (2) Details of expected area of activity of individual as a panel source, together with results of any interviews conducted with him
    - (3) A statement to effect subject is being considered a panel source and that he will be advised he is not a Bureau employee and of confidential nature of his relationship with Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union or educational institution he will be advised of Bureau policy on such matters.
  - d. One of required copies of letter requesting authority to use a subject as a panel source should consist only of first page of letter. If request is approved at Bureau, a stamped notation will be placed on single-page copy and it will be returned to field indicating that authority is granted to consider subject as a panel source.
3. Administrative handling
  - a. Handle notes, statements, and exhibits of panelists in same manner as for evidence. As panelists may subsequently become security informants, same procedure should be followed in handling, processing, reporting data and material furnished by panelists as is afforded that received from security informants.
  - b. Payments for legitimate expenses incurred and services rendered should be handled in same manner as payments to security informants. Gifts should not be given to panel sources since such actions might be misconstrued.
  - c. Open 156 file when active investigation of prospective panelist is initiated. After Bureau has approved a panelist, close file administratively if panelist is not contacted regularly. Regular contacts with panelists should be noted in their respective files.
  - d. Only Agents designated in particular case should contact panelists.
  - e. Every six months submit letter of justification to Bureau requesting continuation of payments to panel source. See section 107N, item 3b, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to S. for file containing same certification as to stability and reliability as required by payment letters.
  - f. A symbol number may be assigned if an unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY 000-S.
  - g. Designate, where practicable, coordinating Agent to maintain roster of current panel sources and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization contacts, security informants, and publications.
  - h. Advise Bureau of the date when panel source is discontinued, and the reasons therefor.]

[V.] CLASSIFICATION - 134

office which has made further dissemination of such information to follow the instructions set forth above.

10. set up a control file regarding this corrective action, and upon action of same such as the Bureau a letter under the informant's caption identifying each case by name, character, Bureau file, known, and date of communication.
11. Letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
12. If necessary, other field office which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
13. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
14. Occasionally, an informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
15. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

#### [T.] CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
  - c. The abbreviation "CS" may be used in intra-Bureau communications for confidential sources e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
  - d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
  - e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
  - a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
  - b. The symbol index is handled similarly to the symbol index on informants.
  - c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files  
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

## 5. Utilization

- a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
- b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
- c. Records of contacts with confidential sources who have pending files may be posted.
- d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
- e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
  - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
- f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months a letter of justification should be submitted to the Bureau requesting continuation of payments to security confidential sources. See 107N, item 3b, for form of letter.
- b. If the security source is not being paid on Bureau authorization or if he is not an employee of a foreign diplomatic establishment or an international organization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
- c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification should be submitted to the Bureau every six months. See 107N, item 3b, for form of letter.

## 7. Gifts

Gifts should not be given to sources since such actions might be misconstrued.

## 8. Discontinuance

Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

5. Below are all of the Bureau offices and the dates annual reports should be submitted:

<u>Office</u>	<u>Dates</u>
Albany	January 15
Albuquerque	" "
Alexandria	" "
Anchorage	" "
Atlanta	January 31
Baltimore	" "
Birmingham	" "
Boston	February 15
Buffalo	" "
Butte	" "
Charlotte	February 28
Chicago	January 31
Cincinnati	February 28
Cleveland	" "
Columbia	March 15
Dallas	" "
Denver	" "
Detroit	March 31
El Paso	" "
Honolulu	April 15
Houston	" "
Indianapolis	April 30
Jackson	" "
Jacksonville	May 15
Kansas City	" "
Knoxville	" "
Las Vegas	" "
Little Rock	June 15
Los Angeles	February 28
Louisville	June 15
Memphis	June 30
Miami	" "
Milwaukee	March 31
Minneapolis	April 30
Mobile	July 15
Newark	May 31
New Haven	July 15
New Orleans	July 31
New York	September 30
Newark	July 31
Oklahoma City	August 15
Oma	" "
Philadelphia	August 31
Phoenix	" "
Pittsburgh	September 15
Portland	" "
Richmond	September 30
Sacramento	" "
St. Louis	October 15
Salt Lake City	" "
San Antonio	October 31
San Diego	" "
San Francisco	" "
San Juan	November 15
Savannah	" "
Seattle	" "
Springfield	November 30
Tampa	" "
Washington, D. C.	" "



## LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

## Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau of the date when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section [19,] volume [II,] of this manual.
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

- a. Each informant who submits statements, written or oral, except in cases of domestic or foreign nationality matters where a subfile is necessary, shall file those instances involving possible prosecution. Each statement, whether personally written by the informant or dictated orally and reduced to writing by a reporting agent, shall be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 shall be stapled to the original of each such statement.
- b. Holes shall be punched in original statements of informant for secure filing. Care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization  
Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies.
6. Channelizing memoranda - destruction of  
For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.
7. Dissemination of information  
Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.
8. Correspondence  
Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
  - a. All symbol number informant files, pending and closed, shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, or responsible employee designated by the SAC.
  - b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
  - c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
  - d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re  
From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In these cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form ID-238  
Form ID-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant

Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants

- a. Gifts should not be given to informants since such actions might be misconstrued.
- b. Relationship between Agents and informants shall be maintained on a businesslike basis.
- c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. SAC authority to pay informants

- a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to [\$400] and totaling not more than [\$400] on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
- c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
- d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling [\$400.]

3. Payments on continuing basis - Bureau authority

- a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
- b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings shown. (In espionage and foreign nationality matters, use subheadings where applicable.)

(1) Recommendation

(Use following wording as nearly as possible:

"I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to \$\_\_\_\_ (amount) per \_\_\_\_ (month, week) for services, plus up to \$\_\_\_\_ (amount) per \_\_\_\_ (month, week) for expenses actually incurred for a period of \_\_\_\_ months, effective \_\_\_\_ (date).")

**Security Informant**

Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. in behalf of foreign principal, that he is able to obtain and does provide current information of value; or furnish pertinent foreign intelligence data of value on a regular basis.

**2. Potential security informant**

Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. in behalf of foreign principal or can be closely associated therewith, or is in a position to secure pertinent foreign intelligence data, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.

**3. Double agent**

A special type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.

**4. Confidential source**

An individual who on a confidential basis furnishes information available to him through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of the Bureau but merely obtain and furnish information readily available to them.

**5. Panel source**

An individual who is not involved in a subversive group but who will attend public gatherings in behalf of the FBI for intelligence purposes or as a potential witness]

**B. SOURCES - POTENTIAL SECURITY INFORMANTS**

Informants should be developed on all organizations and individuals that are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

**1. Evaluation of**

- a. complainants in security matters
- b. persons interviewed in connection with security cases
- c. subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
- d. Bureau applicants as possible informants
- e. personal friends and contacts of Special Agents and other Bureau employees
- f. sources of information, confidential sources, and contacts on continuous basis

**2. Review of closed security files on individuals**

**3. Review of reserve index**

**4. Ascertain possibilities of reactivating former confidential informants.**

**5. Deleted**

**6. Review factionalism section of file on Communist Party, USA.**

**7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.**

**8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members.**

10. Identification of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
16. Officials and employees of foreign establishments in the U. S.
17. Employees of the United Nations Secretariat
18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.)

#### C. INTERVIEWS WITH AND DEVELOPMENT OF BACKGROUND ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When a decision is made to consider a particular individual for informant purposes, background investigation must be conducted. Extensive background investigation should not be conducted, however, until the individual has been interviewed and it has been determined he is willing to assist the Bureau. Obtain prior Bureau authority to interview whenever the restrictions imposed in section 87D, item 6b, (7), volume III, and section 105K, item 6b, (9), volume IV, relative to interviews apply. Background investigation should consist of the following:

1. Check of field office files for derogatory information
2. Discreet canvass of logical informants to ascertain if the individual is known to them
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the individual can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the individual is not sufficient; his background must be established by the investigation, including discreet inquiries among persons who are personally acquainted with him.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an [FD-163] form which should be transmitted to the Identification Division to obtain any record he may have [and to place a stop against his fingerprints if they are on file.]
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

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## U. PANEL SOURCES

1. Definition  
See page 3 of this section.
2. Background investigation and approval
  - a. Check prospective panelists through office indices, canvass logical informants, review appropriate credit, arrest, and military records.
  - b. If no pertinent derogatory information is developed, initial contact may be made with a prospective panelist to ascertain person's cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
  - c. Submit letter to Bureau requesting authority to use individual as a panel source and set out following information:
    - (1) Results of required background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
    - (2) Details of expected area of activity of individual as a panel source, together with results of any interviews conducted with him
    - (3) A statement to effect subject is being considered a panel source and that he will be advised he is not a Bureau employee and of confidential nature of his relationship with Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union or educational institution he will be advised of Bureau policy on such matters.
  - d. One of required copies of letter requesting authority to use a subject as a panel source should consist only of first page of letter. If request is approved at Bureau, a stamped notation will be placed on single-page copy and it will be returned to field indicating that authority is granted to consider subject as a panel source.
3. Administrative handling
  - a. Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants.
  - b. Payments for legitimate expenses incurred and services rendered should be handled in same manner as payments to security informants. Gifts should not be given to panel sources since such actions might be misconstrued.
  - c. Open 134 file when active investigation of prospective panelist is initiated. After Bureau has approved a panelist, close file administratively if panelist is not contacted regularly. Regular contacts with panelists should be noted in their respective files.
  - d. Only Agents designated in particular case should contact panelists.
  - e. Every six months submit letter of justification[(FD-401)]to Bureau requesting continuation of payments to panel source. See section [130G, item 2b,]of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.
  - f. A symbol number may be assigned if an unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY 000-S.
  - g. Designate, where practicable, coordinating Agent to maintain roster of current panel sources and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and publications.
  - h. Advise Bureau of the date when panel source is discontinued, and the reasons therefor.

## V. CLASSIFICATION - 134



8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

#### [T.] CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
  - c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
  - d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
  - e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
  - a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
  - b. The symbol index is handled similarly to the symbol index on informants.
  - c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files  
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

## 5. Utilization

- a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
- b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
- c. Records of contacts with confidential sources who have pending files may be posted.
- d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
- e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
  - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
- f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months a letter of justification[(FD-401)]should be submitted to Bureau requesting continuation of payments to security confidential sources. See[section 130G, item 2b, of this manual] for form of letter.
- b. If the security source is not being paid on Bureau authorization or if he is not an employee of a foreign diplomatic establishment or an international organization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
- c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification[(FD-401)]should be submitted to Bureau every six months. See[section 130G, item 2b, of this manual] for form of letter.

## 7. Gifts

Gifts should not be given to sources since such actions might be misconstrued.

## 8. Discontinuance

Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

- c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
- d. Every six months a letter of justification[(FD-401)]should be submitted to the Bureau requesting continuation of payments. Follow[instructions set forth in section 130G, item 2b, of this manual.]
- e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.
- f. In order for this system to function properly, payment letters must be explicit.
- g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
- h. Discontinuance of payments  
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
- i. Extraordinary expenses  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. Six-month evaluation of informants not paid on Bureau authority  
If the informant is not being paid on Bureau authorization, a communication[(FD-401)]must be transmitted to the Bureau every six months after the date of designation containing the same information set out in[section 130G, item 2b, of this manual]except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in[section 130G, item 2b, of this manual.]
5. Receipts  
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
- Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
  - Receipts should clearly show:
    - Date on which payment was made
    - Period for which made when informant is paid on a period basis
    - Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
    - Name of Agent making payment
    - Signature of person receiving the money
  - Receipts are not to be witnessed by another Agent.
  - If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
  - When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.
6. Income tax returns
- Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
  - Bureau income should be set forth on the Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
  - Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

4. Subfiles
  - a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
  - b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization

Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for [channelization] and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies.
6. Channelizing memoranda - destruction of  
For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.
7. Dissemination of information  
Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.
8. Correspondence  
Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
  - a. All symbol number informant files, pending and closed, shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, or responsible employee designated by the SAC.
  - b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
  - c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
  - d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re  
From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238  
Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant

Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants

- a. Gifts should not be given to informants since such actions might be misconstrued.
- b. Relationship between Agents and informants shall be maintained on a businesslike basis.
- c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. SAC authority to pay informants

[For instructions regarding payments under SAC authority, refer to section 130G, item 1, of this manual since comparable instructions apply to security informants and sources as those set forth for racial informants and sources.]

3. Payments on continuing basis - Bureau authority

- a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
- b. In requesting authorization for payments, a justification must be furnished Bureau. For this purpose, use form FD-401 and execute in accordance with instructions for racial informants and sources contained in section 130G, item 2b, of this manual. Justification for payments, of course, is based on activity of informant, potential informant, or source in matters having primarily a security rather than racial interest. In espionage and foreign nationality matters use subheadings, where applicable.]

## G. INFORMANTS' INFORMATION

1. General instructions re oral and written information
  - a. Instructions regarding preparation, submission, and handling of information received from informants apply not only to security informants but also to potential security informants, panel sources, security confidential sources, and security sources of information.
  - b. Specific instructions and guidance must be given to informants concerning preparation of statements containing their information.
  - c. They should be submitted as quickly as possible after a meeting or activity.
  - d. Written statements should be submitted whenever possible, but if such cannot be done information may be provided orally. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
  - e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
  - f. All information furnished by informants orally or in writing must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies. [In those instances in which informant's statement contains references to a large number of individuals and/or organizations, and statement exceeds two pages in length, consideration should be given to channelizing to a substantive case file only those portions of statement which apply to particular individual or organization. Of course, entire informant's statement should be filed in informant's subfile. This procedure should save filing space, time of reviewing files, and should be employed unless a logical reason dictates otherwise.]
  - g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.
  - h. See subsection M for instructions regarding filing informant statements.
2. Recording written and oral information
  - a. Written by informant
    - (1) May be in handwriting or hand printing of informant or typed.
    - (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
    - (3) Prepare on paper devoid of any Bureau markings or identification.
    - (4) Date when informant prepares statement should be placed at the top of it.
    - (5) All information obtained by informants regarding each meeting or each separate activity in which they engage should be submitted in one statement whether the information is of evidentiary or intelligence value.

## U. PANEL SOURCES

1. Definition  
See page 3 of this section.
2. Background investigation and approval
  - a. Check prospective panelists through office indices, canvass logical informants, review appropriate credit, arrest, and military records.
  - b. If no pertinent derogatory information is developed, initial contact may be made with a prospective panelist to ascertain person's cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
  - c. Submit letter to Bureau requesting authority to use individual as a panel source and set out following information:
    - (1) Results of required background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
    - (2) Details of expected area of activity of individual as a panel source, together with results of any interviews conducted with him
    - (3) A statement to effect subject is being considered a panel source and that he will be advised he is not a Bureau employee and of confidential nature of his relationship with Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union or educational institution he will be advised of Bureau policy on such matters.
  - d. One of required copies of letter requesting authority to use a subject as a panel source should consist only of first page of letter. If request is approved at Bureau, a stamped notation will be placed on single-page copy and it will be returned to field indicating that authority is granted to consider subject as a panel source.
3. Administrative handling
  - a. Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants.
  - b. Payments for legitimate expenses incurred and services rendered should be handled in same manner as payments to security informants. Gifts should not be given to panel sources since such actions might be misconstrued.
  - c. Open 134 file when active investigation of prospective panelist is initiated. After Bureau has approved a panelist, close file administratively if panelist is not contacted regularly. Regular contacts with panelists should be noted in their respective files.
  - d. Only Agents designated in particular case should contact panelists.
  - e. Every six months submit letter of justification (FD-401) to Bureau requesting continuation of payments to panel source. See section 130G, item 2b, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.
  - f. A symbol number may be assigned if an unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY 000-S.
  - g. Designate, where practicable, coordinating Agent to maintain roster of current panel sources and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and publications.
  - h. Advise Bureau of the date when panel source is discontinued, and the reasons therefor.



## [V. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

## [ 1. Use of students

- [ a. Students under age of 21 years are not to be developed as security
- [ informants, potential security informants, or other types of security
- [ sources in other than highly unusual circumstances. Under such
- [ circumstances, furnish complete justification to Bureau.
- [ b. Upon initial contact with a potential student security informant or
- [ source, individual should be tactfully requested to execute a brief
- [ signed written statement for field file setting forth that this in-
- [ dividual has voluntarily come forward to furnish information to FBI
- [ because of his concern over individuals or groups that may be inimical
- [ to interests of U. S. Government and that he understands that FBI has no
- [ interest in legitimate institution or campus activities. Taking this
- [ statement should place Bureau in a position to refute possible subse-
- [ quent false allegations as to nature and purpose of source's coopera-
- [ tion with FBI.

## [ 2. Quarterly letters

- [ a. Beginning 1-1-70, submit quarterly letters on each student and teacher
- [ authorized by Bureau for contact as a security informant, potential
- [ security informant, or other sources (including panel sources).
- [ (Quarterly letters are not to take place of or be combined with six
- [ months' payment justification letters.) Include following in quarter-
- [ ly letters:

- [ (1) Specific productivity
- [ (2) Specific information furnished not otherwise available from pub-
- [ lic source material or other office sources off campus
- [ (3) Frequency of contact

- [ b. Quarterly letters of security and racial informants should be jointly
- [ transmitted to Bureau by cover letter captioned "Utilization of In-
- [ formants and Sources at Institutions of Learning." Include following
- [ in cover letter concerning security sources:

- [ (1) Number of security informants, potential security informants, and
- [ other security sources active and under development at each educa-
- [ tional institution affected
- [ (2) An overall analysis of coverage afforded by campus informants and
- [ sources

## [ 3. Responsibility for well-planned coverage

[ Each office must have a continuous and well-planned program to obtain nec-

[ essary coverage at institutions of learning so that Bureau can fulfill its

[ obligations. Care with which this must be done in no way lessens respon-

[ sibility of each individual field office to have proper coverage.

[W.] CLASSIFICATION - 134

## U. PANEL SOURCES

1. Definition  
See page 3 of this section.
2. Background investigation and approval
  - a. Check prospective panelists through office indices, canvass logical informants, review appropriate credit, arrest, and military records.
  - b. If no pertinent derogatory information is developed, initial contact may be made with a prospective panelist to ascertain person's cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
  - c. Submit letter to Bureau requesting authority to use individual as a panel source and set out following information:
    - (1) Results of required background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
    - (2) Details of expected area of activity of individual as a panel source, together with results of any interviews conducted with him
    - (3) A statement to effect subject is being considered a panel source and that he will be advised he is not a Bureau employee and of confidential nature of his relationship with Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union or educational institution he will be advised of Bureau policy on such matters.
  - d. One of required copies of letter requesting authority to use a subject as a panel source should consist only of first page of letter. If request is approved at Bureau, a stamped notation will be placed on single-page copy and it will be returned to field indicating that authority is granted to consider subject as a panel source.
3. Administrative handling
  - a. Handle notes, statements, and exhibits of panelists in same manner as other evidence. As panelists may subsequently become security informants, same procedure should be followed in handling, processing, and reporting data and material furnished by panelists as is afforded that received from security informants.
  - b. Payments for legitimate expenses incurred and services rendered should be handled in same manner as payments to security informants. Gifts should not be given to panel sources since such actions might be misconstrued.
  - c. Open 134 file when active investigation of prospective panelist is initiated. After Bureau has approved a panelist, close file administratively if panelist is not contacted regularly. Regular contacts with panelists should be noted in their respective files.
  - d. Only Agents designated in particular case should contact panelists.
  - e. Every six months submit letter of justification (FD-401) to Bureau requesting continuation of payments to panel source. See section [130H,] item 2b, of this manual for form of letter. If source is not being paid on Bureau authorization, Agent handling source must prepare memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.
  - f. A symbol number may be assigned if an unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY 000-S.
  - g. Designate, where practicable, coordinating Agent to maintain roster of current panel sources and current list of scheduled organization activities, who will notify Agents handling individual panelists of scheduled organizational functions to be covered. Coordinating Agent receives notice of coming events from Agents handling organization cases, security informants, and publications.
  - h. Advise Bureau of the date when panel source is discontinued, and the reasons therefor.

## [V. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

- [ 1. Use of students
  - [ a. Students under age of 21 years are not to be developed as security
    - [ informants, potential security informants, or other types of security
    - [ sources in other than highly unusual circumstances. Under such
    - [ circumstances, furnish complete justification to Bureau.
  - [ b. Upon initial contact with a potential student security informant or
    - [ source, individual should be tactfully requested to execute a brief
    - [ signed written statement for field file setting forth that this in-
    - [ dividual has voluntarily come forward to furnish information to FBI
    - [ because of his concern over individuals or groups that may be inimical
    - [ to interests of U. S. Government and that he understands that FBI has no
    - [ interest in legitimate institution or campus activities. Taking this
    - [ statement should place Bureau in a position to refute possible subse-
    - [ quent false allegations as to nature and purpose of source's coopera-
    - [ tion with FBI.
- [ 2. Quarterly letters
  - [ a. Beginning 1-1-70, submit quarterly letters on each student and teacher
    - [ authorized by Bureau for contact as a security informant, potential
    - [ security informant, or other sources (including panel sources).
    - [ (Quarterly letters are not to take place of or be combined with six
    - [ months' payment justification letters.) Include following in quarter-
    - [ ly letters:
      - [ (1) Specific productivity
      - [ (2) Specific information furnished not otherwise available from pub-
        - [ lic source material or other office sources off campus
      - [ (3) Frequency of contact
    - [ b. Quarterly letters of security and racial informants should be jointly
      - [ transmitted to Bureau by cover letter captioned "Utilization of In-
      - [ formants and Sources at Institutions of Learning." Include following
      - [ in cover letter concerning security sources:
        - [ (1) Number of security informants, potential security informants, and
        - [ other security sources active and under development at each educa-
        - [ tional institution affected
        - [ (2) An overall analysis of coverage afforded by campus informants and
          - [ sources
    - [ 3. Responsibility for well-planned coverage
      - [ Each office must have a continuous and well-planned program to obtain nec-
      - [ essary coverage at institutions of learning so that Bureau can fulfill its
      - [ obligations. Care with which this must be done in no way lessens respon-
      - [ sibility of each individual field office to have proper coverage.

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8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

## [T.] CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
  - c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., IS - R for Russia.
  - d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
  - e. Numbers assigned to confidential sources are to be taken from the series of numbers used for your security, racial, and criminal informants.
3. Index
  - a. Index cards on form FD-348 like those prepared for informants must be made up and filed as an adjunct to the criminal informant index, racial informant index, or the security informant index, depending on the type of information furnished.
  - b. The symbol index is handled similarly to the symbol index on informants.
  - c. Duplicate confidential source cards may be maintained with the criminal informant index, racial informant index, and the security informant index if the source furnishes information of value in these types of investigations.
4. Files  
When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

## 5. Utilization

- a. If confidential source is to be used for assistance in security investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security informants.
- b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
- c. Records of contacts with confidential sources who have pending files may be posted.
- d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
- e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
  - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
- f. One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter. If the request is approved at the Bureau, a stamped notation will be placed on the single-page copy and it will be returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months a letter of justification (FD-401) should be submitted to Bureau requesting continuation of payments to security confidential sources. See section[130H,]item 2b, of this manual for form of letter.
- b. If the security source is not being paid on Bureau authorization or if he is not an employee of a foreign diplomatic establishment or an international organization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.
- c. If the security confidential source is employed by a foreign diplomatic establishment (embassy, consulate, United Nations Mission, etc.) or by an international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), a letter of justification (FD-401) should be submitted to Bureau every six months. See section[130H,]item 2b, of this manual for form of letter.

## 7. Gifts

Gifts should not be given to sources since such actions might be misconstrued.

## 8. Discontinuance

Advise Bureau of the date when confidential source is discontinued, and the reasons therefor.

- c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
- d. Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments. Follow instructions set forth in section [130H,] item 2b, of this manual.
- e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.
- f. In order for this system to function properly, payment letters must be explicit.
- g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
- h. Discontinuance of payments  
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
- i. Extraordinary expenses  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. Six-month evaluation of informants not paid on Bureau authority  
If the informant is not being paid on Bureau authorization, a communication [FD-401] must be transmitted to the Bureau every six months after the date of designation containing the same information set out in section 130G, item 2b, of this manual except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in section 130G, item 2b, of this manual.]
5. Receipts  
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
  - a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on a period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving the money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
  - e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.
6. Income tax returns
  - a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
  - b. Bureau income should be set forth on the Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
  - d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

4. Subfiles
  - a. A subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution. The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
  - b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization

Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for [channelization] and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies.
6. Channelizing memoranda - destruction of  
For instructions concerning the destruction of channelizing memoranda, see Manual of Rules and Regulations.
7. Dissemination of information  
Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions showing the subject matter of the information.
8. Correspondence  
Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.
9. Maintenance of files
  - a. All symbol number informant files, pending and closed, shall be maintained under lock and key under the personal supervision of the SAC, ASAC, field supervisor, or responsible employee designated by the SAC.
  - b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
  - c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
  - d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.
10. Use of informant by Department - filing correspondence re  
From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence showing this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.
11. Form FD-238  
Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top



document in the pertinent informant file and is not to be serialized. If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.

12. Bulky material submitted by informant

Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

N. PAYMENTS TO INFORMANTS AND HANDLING MONEY RECEIVED

1. No gifts to informants

- a. Gifts should not be given to informants since such actions might be misconstrued.
- b. Relationship between Agents and informants shall be maintained on a businesslike basis.
- c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. SAC authority to pay informants

For instructions regarding payments under SAC authority, refer to section [130H,] item 1, of this manual since comparable instructions apply to security informants and sources as those set forth for racial informants and sources.

3. Payments on continuing basis - Bureau authority

- a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
- b. In requesting authorization for payments, a justification must be furnished Bureau. For this purpose, use form FD-401 and execute in accordance with instructions for racial informants and sources contained in section [130H,] item 2b, of this manual. Justification for payments, of course, is based on activity of informant, potential informant, or source in matters having primarily a security rather than racial interest. In espionage and foreign nationality matters use subheadings, where applicable.

- c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
- d. Every six months a letter of justification (FD-401) should be submitted to the Bureau requesting continuation of payments. Follow instructions set forth in section 130H, item 2b, of this manual.
- e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.
- f. In order for this system to function properly, payment letters must be explicit.
- g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
- h. Discontinuance of payments  
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
- i. Extraordinary expenses  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

4. Six-month evaluation of informants not paid on Bureau authority  
If the informant is not being paid on Bureau authorization, a communication (FD-401) must be transmitted to the Bureau every six months after the date of designation containing the same information set out in section [130H,] item 2b, of this manual except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases comment is necessary regarding only those applicable items in section [130H,] item 2b, of this manual.
5. Receipts  
When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so. If a receipt cannot be obtained for a particular payment, complete circumstances should be set forth on the blue slip at the time reimbursement is claimed.
  - a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on a period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving the money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on the receipts, such corrections must be initialed by the informant and not by the Agent.
  - e. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.
6. Income tax returns
  - a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.
  - b. Bureau income should be set forth on the Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - c. If the informant is self-employed and files a schedule C as a self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with the Bureau.
  - d. Effective 1-1-65, in those instances in which the informant cannot report payments received from the Bureau for services without jeopardizing his security as an informant, such payments will be subject to a 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from the Internal Revenue Service. Each office has detailed instructions and exhibits concerning the procedure to be followed in the handling and control of money withheld.

## [ 3. Responsibility for well-planned coverage

[ Each office must have continuous and well-planned program to obtain  
[ necessary coverage at institutions of learning so that Bureau can fulfill  
[ its obligations. Care with which this must be done in no way lessens  
[ responsibility of each field office to have proper coverage.

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- b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
- c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:
  - (1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
  - (2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.
  - (4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.
- 3. Administrative handling
  - a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.
  - b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.
  - c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.
  - d. Only Agents designated in particular case should contact panelists.
  - e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.
  - f. Symbol number may be assigned if unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY-000-S.
  - g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.
  - h. Advise Bureau of date panel source is discontinued and reasons.

#### T. DOUBLE AGENT OPERATIONS

- 1. Passage of information
  - a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.
  - c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.
- 2. Locating information to pass
 

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.
- 3. Obtaining Bureau authority
 

Bureau authority must be obtained to pass any information in double agent operation except:

  - a. Newspaper or magazine article

- b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)
- 4. Retention of copies of passed material
  - a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
  - b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
  - c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
  - d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.
- 5. Handling money and property received by double agents
  - a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
  - b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
  - c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
  - d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

#### U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

- 1. Use of students
  - a. Students under age of 21 years are not to be developed as security informants or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
  - b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.
- 2. Quarterly letters
  - a. On January 1, April 1, July 1, and October 1, submit quarterly letters on each student and teacher authorized by Bureau for contact as security informant, potential security informant, or other sources (including panel sources). Include following:
    - (1) Specific productivity
    - (2) Specific information furnished not otherwise available from public source material or other office sources off campus
    - (3) Frequency of contact
  - b. Quarterly letters on all racial and security informants or sources should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter:
    - (1) Number of informants, potential informants, and other sources active and under development at each educational institution affected
    - (2) An overall analysis of coverage afforded by campus informants and sources

## 3. Index

- a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, racial informant, or security informant index, depending on type information furnished.
- b. Duplicate confidential source cards may be maintained with criminal informant, racial informant, and security informant index where logical.

## 4. Files

When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.

## 5. Utilization

- a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
- b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
- c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
- d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of expected cooperation of individual and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
  - (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
- b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must dictate memorandum to SAC for file containing same certification as to stability and reliability as required by payment letters.
- c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.

## 7. Gifts

Gifts should not be given to sources.

## 8. Discontinuance

Advise Bureau of date when source is discontinued and reasons.

## S. PANEL SOURCES

## 1. Definition

See page 3 of this section.

## 2. Background investigation and approval

- a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records.

## [Q. CORRECTIVE ACTION ON FALSE INFORMATION

- [ 1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
- [ 2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
- [ 3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
- [ 4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
- [ 5. Identify cases individually by title and character, together with dates of communications containing information.
- [ 6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
- [ 7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
- [ 8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
- [ 9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
- [ 10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
- [ 11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
- [ 12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
- [ 13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

## [R. CONFIDENTIAL SOURCES

- [ 1. Definition  
See page 3 of this section.
- [ 2. Assignment of symbols
  - [ a. Symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - [ b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
  - [ c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
  - [ d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY-000-S.
  - [ e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, racial, and criminal informants.



- (1) Correct, full name
  - (2) All aliases, code names, and symbol numbers
  - (3) First date of contact by your office
  - (4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
  - (5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
  - (6) Listing of any advances, refunds, and outstanding balances of advances
  - (7) Date of last contact by your office
  - (8) Whether individual has been contacted by any other office
- b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.
- c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.
- d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of Administrative Division, Voucher Unit. Inter-divisional correspondence should be addressed to Bureau with copies designated for interested offices.
8. Receipt of unemployment compensation
- a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.
- b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

M. ANNUAL LETTER

1. Submit annual letter to Bureau including following:
  - a. Symbol numbers of all informants and confidential sources being paid under Bureau authority (not SAC authority) for services or expenses. If confidential source has no symbol number, list name.
  - b. Symbol numbers of all informants not paid under Bureau authority
  - c. Comment concerning present informant coverage of office, together with information concerning actions being taken to improve coverage
  - d. List under "Headquarters City" and each resident agency all subversive organizations broken down into each division, such as clubs, committees, and chapters.

Under each unit show approximate membership and symbol numbers and positions of informants affording coverage. Where no informant coverage exists or is provided by sources who are not members, so indicate.

Include any additional pertinent information that may be helpful in overall evaluation, such as informants in other divisions who are occasionally used and highly placed informants who furnish area-wide, national, or international information.

2. Listed below are dates annual letters are to be submitted by respective offices:

<u>Office</u>	<u>Dates</u>
Albany, Albuquerque, Alexandria,	January 15
Anchorage	January 31
Atlanta, Baltimore, Birmingham	February 15
Boston, Buffalo, Butte	February 28
Charlotte	January 31
Chicago	February 28
Cincinnati, Cleveland	March 15
Columbia, Dallas, Denver	March 31
Detroit, El Paso	April 15
Honolulu, Houston	April 30
Indianapolis, Jackson	May 15
Jacksonville, Kansas City	May 31
Knoxville, Las Vegas	June 15
Little Rock	February 28
Los Angeles	June 15
Louisville	June 30
Memphis, Miami	March 31
Milwaukee	April 30
Minneapolis	July 15
Mobile	May 31
Newark	July 15
New Haven	July 31
New Orleans	September 30
New York	July 31
Norfolk	August 15
Oklahoma City, Omaha	August 31
Philadelphia, Phoenix	September 15
Pittsburgh, Portland	September 30
Richmond, Sacramento	October 15
St. Louis, Salt Lake City	October 31
San Antonio, San Diego, San Francisco	November 15
San Juan, Savannah, Seattle	November 30
Springfield, Tampa, Washington, D. C.	

#### N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
5. In no instance should you permit informant to sign loyalty oath in negative.

## O. DISCONTINUED INFORMANTS

1. When services of informant are discontinued, mark name card "cancelled." Destroy symbol card. Never destroy name card.
2. Refile name card in numerical order by symbol number in symbol number index. If discontinued informant, potential informant, or confidential source to whom symbol number was once assigned later is reactivated, remove name card from symbol number index, mark it reactivated with appropriate date, note type of information he will now be furnishing, and refile it alphabetically in name card section of index.
3. When potential informant or confidential source is discontinued and permanent symbol has not been assigned, destroy alphabetical index card.
4. Advise Bureau of date when potential informant or informant is discontinued and reason therefor. Advise Bureau as to whether or not informant is willing to testify in open court or before administrative hearing boards. Identity of all cases of security of Government employees type in which informant has furnished information must be ascertained and Bureau advised in compliance with section 19, volume II, of this manual.
5. Review informant's file to determine if correspondence between Bureau and field relating to Department's interest in using informant as witness is contained therein. In those cases in which Department has indicated desire to consider informant when he becomes available, advise Bureau in each such substantive case, except when it is obvious statute of limitations has run or case has been adjudicated. This exception does not apply to security of Government employees cases. When above action is completed, advise Bureau.
6. Statement shall also be made to effect that measures to control informants, set out in item 7, below, have been considered and recommendations shall be made when it appears such are warranted.
7. When services of informant are discontinued, maintain close contact with him so that informant will look to Bureau for counsel prior to taking any action against Bureau's best interests. Determine whether he has plans for writing book, magazine or newspaper article, or otherwise publicizing his activity. If so, impress him with desirability of coming to Bureau for assistance and guidance. If informant insists on engaging in such activities, Bureau will consider placing him in contact with reliable publisher, but it must be made clear to informant that Bureau will not sponsor or endorse any book or publication which he elects to write.
8. All payments to discontinued informants and confidential sources must be made on strict c.o.d. basis. Obtain Bureau authority before making such payments. Submit complete details as to information furnished by discontinued informant or source in past and what is to be expected of informant or source in future.
9. Once informant is exposed in any manner whatsoever, do not carry him as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.
10. When office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to office which originally handled informant so that file will be as complete as possible.
11. When informant has been discontinued for cause, such as unreliability, do not contact him in future for information. If he furnishes information it should be accepted, but in setting out information in reports or communications use individual's true name, together with appropriate description of his reliability.
12. Remove flash notice.
13. Avoid repeated use of discontinued informant as witness at security trials and hearings. Make all-out effort to develop witnesses who can furnish same testimony. Advise Bureau of any indication by Government attorneys that informant-witness who has previously testified will be called upon for testimony at subsequent trial or hearing and furnish comments concerning possibility of supplanting testimony of individual involved. Submit under appropriate case character.

14. Make every effort to prevent discontinued informant from becoming involved in situations which may prove embarrassing to informant or Government. Immediately after he testifies for first time, SAC should have serious talk with informant in presence of Agent who handled informant. This interview should be conducted in field office and informant told that:
- a. He will no longer be operated by Bureau
  - b. Since he is public figure, he will probably be contacted by representatives of press, radio, and television for interviews and appearances
  - c. He may be sought as witness by congressional committees, Immigration and Naturalization Service, and state authorities
  - d. In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish statements, for if he does so he will wind up in serious trouble

Advise Bureau results of such interview and comment on its possible effectiveness.

Be alert to possibilities of former informant being contacted by representatives of publicity media and as witness by congressional committees, INS, and state authorities. SAC is responsible for knowing when former informant is scheduled or is likely to appear at hearing or make public appearance of any kind. Prior thereto in each instance, former informant must be contacted and instructions above reiterated by Agent who handled informant. Emphasize to former informant that he must stick to truth and make certain he can back up what he says, and if there is any deviation he will be subjected to criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as Government witness in case which has not been finally adjudicated and decides in affirmative, he should contact USA for instructions. Advise Bureau of any such situations and results of any interviews conducted.

15. When contacting Agent feels discontinued informant could cause embarrassment to Bureau, make arrangements to have former informant come to field office where he will be personally met by SAC. At that time, he should be impressed with fact that his services were appreciated and were of considerable assistance to security of country and remind him that he signed agreement when he was active as informant to maintain his relation with Bureau on confidential basis. SAC should stress necessity for informant to maintain this confidence.

P. FURNISHING INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS, in order to enforce its responsibilities, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own interests to make available information and witnesses where possible.
3. If contacted by INS inquiring for informants and you have discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to Bureau, together with your recommendation.
4. Bureau will review facts and advise as to whether or not his identity may be disclosed to INS.
5. Before any informant is turned over to INS, obtain his permission.

- a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on receipts, they must be initialed by informant and not by Agent.
  - e. When transmitting receipts and itemized statements of expenses to Bureau, staple them directly to blue slip, leaving margin of one to one and one-half inches at top to avoid contact with Acco fastener punch. Place staples so that date or other data appearing on receipt will not be mutilated and all information on receipt can be easily read without detaching it from blue slip.
6. Income tax returns
- a. Advise informants who receive compensation for their services to Bureau that such compensation must be reported as income when filing an income tax return.
  - b. Bureau income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - c. If informant is self-employed and files schedule C as self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with Bureau.
  - d. If informant cannot report payments received from Bureau for services without jeopardizing his security as informant, such payments will be subject to 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.
  - e. When informant or former informant is initially considered as potential witness in Bureau case, determine whether he paid Federal and state taxes on income he received from Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling situation.
7. Stipulation re payments made to witnesses
- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, Bureau must furnish Department set of photostats of original receipts signed by prospective witnesses. Original receipts and set of photostats will be transmitted to field office in whose territory trial will take place. Office handling prosecution must determine from Government attorney which individuals are to be used as witnesses. Thereafter office should furnish and/or cause other appropriate offices to furnish to Bureau following information:

- (4) Number of statements submitted  
Combine total number of oral and written statements submitted and show only total number.
  - (5) Stability and reliability  
Check positive box if informant is considered stable and reliable. If not or if there are any personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or any other similar problems presented by informant, check negative box and explain under "Miscellaneous."
  - (6) Indoctrination against disclosure  
If informant has been indoctrinated against disclosure, check positive box.
  - (7) Percentage of information verified  
Show percentage of information furnished by informant which has been verified through other sources.
  - (8) All necessary action taken on information furnished  
If all action has been taken, check positive box. If not, check negative box and explain under "Miscellaneous."
  - (9) Summary of information furnished  
This summary should be concise, highlighting more pertinent information furnished by informant. Do not attempt to summarize all information furnished by informant.
  - (10) Miscellaneous  
Furnish any change in informant's residence and employment, steps being taken to advance informant, and any other pertinent information which should be brought to Bureau's attention. Include statement that source has been advised that all payments of money made to him for services rendered must be declared as income on his tax return and has agreed to do so.
- c. When payment to informant has been authorized for definite period of time, advise Bureau at least two weeks in advance of expiration of period as to whether services of informant are to be continued.
  - d. Every six months submit FD-401 to Bureau requesting continuation of payments. Follow instructions set forth in item 3b, above.
  - e. Submit letters requesting authority to continue (increase, decrease) payments to an informant in duplicate except that copy should consist only of first page of letter. When payments are approved, single-page copy will be stamped "Approved" at Bureau and returned. If recommendation is not approved, field will be advised by separate communication.
  - f. When payments are authorized by Bureau, it is personal responsibility of each SAC definitely to assure that full value is being received.
  - g. Discontinuance of payments  
If at any time it appears information being produced by informant is not commensurate with payments made to him, immediately discontinue payments or adjust accordingly and promptly advise Bureau.
  - h. If any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.
- 4. Six-month evaluation of informants not paid on Bureau authority  
If informant is not being paid on Bureau authorization, FD-401 must be transmitted to Bureau every six months after date of designation containing same information set out in item 3b, above, except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases, comment is necessary regarding only applicable items.
  - 5. Receipts  
When payments are made either on SAC authority or prior Bureau approval, obtain receipts in every instance in which it is possible to do so. If receipt cannot be obtained for particular payment, set forth complete circumstances on blue slip at time reimbursement is claimed.

## [K. INFORMANT FILES

## 1. Opening

- a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
- b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development. In espionage and foreign nationality matters, existing file may be used if this is practical.
- c. Maintain individual files on all active informants as pending active files.

## 2. Monthly administrative report

Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.

## 3. Assignment and tickler cards

Maintain assignment and tickler cards, but do not show true name of informant on such cards.

## 4. Subfiles

- a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where subfile is necessary only in those instances involving possible prosecution. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
- b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

## 5. Channelization

Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.

## 6. Channelizing memoranda - destruction of

See Manual of Rules and Regulations.

## 7. Correspondence

Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.

## 8. Maintenance of files

- a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
- b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
- c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
- d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.

9. Use of informant by Department - filing correspondence re From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.
10. Form FD-238  
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.
11. Bulky material submitted by informant  
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

#### L. PAYMENTS TO INFORMANTS

1. No gifts to informants
  - a. Gifts should not be given to informants.
  - b. Relationship between Agents and informants shall be maintained on businesslike basis.
  - c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority
  - a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to \$400 and totaling not more than \$400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
  - b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
  - c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
  - d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling \$400. Once individual has been paid \$400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."
3. Payments on a regular basis - Bureau authority
  - a. To pay anyone on a regular basis, obtain specific Bureau authorization.
  - b. In requesting this authorization, use form FD-401:
    - (1) Membership  
List current membership and position held in any subversive group.
    - (2) Amount paid for services and expenses  
List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
    - (3) Number of activities and persons on whom coverage is provided  
List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.



## [H. SYMBOLS

## [ 1. Assigning numbers

- [ a. All informants should be designated by permanent symbol number of
- [ which Bureau must be advised. Once number assigned, it must not be
- [ subsequently reassigned to any other informant or source.
- [ b. Potential security informants and confidential sources whose identity
- [ must be protected may be assigned permanent symbol numbers if they are
- [ producing sufficient information to warrant use of such designations.
- [ c. Individuals to whom permanent symbols assigned are not to be advised
- [ of such symbols.
- [ d. Cover name should be used by informant in signing his statements and
- [ in communications between informant and field office. Advise Bureau
- [ of cover name.
- [ e. Prefix of symbol number consists of appropriate field office teletype
- [ abbreviation. Suffix of symbol number will consist of letter "S" for
- [ security informant; letters "PSI" for potential security informant;
- [ letters "OS" for confidential source.
- [ f. Although source may subsequently furnish information requiring change
- [ in designation (e.g., from security to criminal or to racial, etc.),
- [ number previously assigned will remain same; however, suffix is to
- [ be changed to appropriate letter or letters indicating this change
- [ (NY-000-S to NY-000-C or to NY-000-R).

## [ 2. Communications - use of symbols

- [ a. After Bureau is advised of permanent symbol, in subsequent communica-
- [ tions true name of informant should not be set forth; use symbol
- [ number.
- [ b. In all communications after initial letter, Bureau and field office
- [ file numbers for informant must be set forth.
- [ c. In communications between offices, follow same procedure.
- [ d. Informants and sources entering another division
  - [ (1) Active informants and sources entering another division on
  - [ temporary basis should be referred to in initial letter to
  - [ interested office by true name and symbol number if necessary
  - [ for other division to know identity. Office receiving such
  - [ letter should make appropriate index cards for "Informants and
  - [ Sources in Other Divisions" index. Subsequent letters between
  - [ interested offices may then identify individual by symbol number
  - [ only.
  - [ (2) Individuals who leave division where they have been furnishing
  - [ information and do not plan to return should be immediately
  - [ discontinued, their symbol number, if any, should be cancelled,
  - [ and their true name used in all administrative correspondence.
  - [ (3) If informant is transferred to another office and remains active,
  - [ his identity must still be protected.
- [ e. In communications concerning potential security informant when a
- [ symbol number is not assigned, name of potential security informant
- [ and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
- [ f. In espionage and foreign nationality matters, caption of communica-
- [ tion should also show character and country designation (i.e., IS - R
- [ for Russia or IS - PO for Poland, etc.). This facilitates routing
- [ at Bureau.

## [I. INDEXING

[ True names and aliases of all informants, as well as cover name assigned, shall  
 [ be indexed in general office indices as any other name. Index cards should  
 [ show file number of informant, but such terms as "Informant" or "Potential  
 [ Security Informant" shall not appear.

## [J. INDICES

## [ 1. Alphabetical name index and symbol number index

[ Are to be kept by SAC, ASAC, or security supervisor consistent with  
 [ maximum security and best administrative practice

## [ a. Alphabetical name index

[ In all offices maintain card index showing true identities of all  
 [ security informants, potential security informants, and security  
 [ confidential sources. This is to be known as alphabetical name index.  
 [ File cards in alphabetical order.

- b. Symbol number index  
This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.
- c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.
- d. Index cards  
Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

Symbol:  
(Informant, potential  
informant, or confidential  
source)

File No:

Name :

- e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.
2. Index entitled "Informants and Sources in Other Divisions"
  - a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.
  - b. If such index maintained, separate index card is to be prepared on each informant and source included.
  - c. Cards should contain brief background data and identity of Bureau communication showing background data.
  - d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.
3. Agents' informative index
  - a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.
  - b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
  - c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.
  - d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.
  - e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.
  - f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.
  - g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.
  - h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.
  - i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

- g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.
2. Recording written and oral information
- a. Written by informant
- (1) May be in handwriting or hand printing of informant or typed.
  - (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
  - (3) Prepare on paper devoid of any Bureau markings or identification.
  - (4) Date when informant prepares statement should be placed at top of statement.
  - (5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.
  - (6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.
  - (7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.
  - (8) Agents' names should never appear on any page.
  - (9) Informant should refer to himself in body of statement by his true name and use third person.
  - (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.
  - (11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.
  - (12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:
    - (a) Any reference concerning Director and Bureau
    - (b) References to other documents and statements submitted by informant
    - (c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be furnished orally by informant and recorded in memorandum form for informant file.

- b. Furnished orally by informant
- (1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with making of oral statement by informant to Agent. Leave out following items:
    - (a) Any reference concerning Director and Bureau
    - (b) References to other documents and statements submitted by informant
    - (c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be recorded in memorandum for informant file.

- (2) Prepare on paper devoid of Bureau markings or identification.
- (3) Date at top with date informant furnished information. No other date is desired except date of meeting or activity described in body of statement.

- (4) Separate statements should be prepared for each meeting or separate activity in which informants engage and should be dictated by Agent as if informant were preparing them himself.
  - (5) Information, after being reduced to writing, should be read promptly by informant and acknowledged by affixing his code name on each page. In espionage and foreign nationality matters, such authentication is necessary only where future prosecution is possible.
  - (6) After informant authenticates statement, contacting Agent should prepare cover sheet, form FD-306, which should be stapled to it. Thereafter statement should be handled as written one.
  - (7) Oral information furnished by informant purely of lead value should be included in office memorandum by Agent and should not be initialed by informant or exhibited to him or treated as evidence.
3. Transmission of information
    - a. Statements should be personally delivered to contacting Agent by informants when possible. Careful consideration should be given to full security of all such contacts. They should never be mailed to field office or resident agency. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
    - b. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory. More than one informant may send statements to a post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of postal employees.
    - c. Envelope enclosing statement should have return address of another confidential post office box obtained under fictitious name.
    - d. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for extended period of time.
    - e. When informant receives information of vital and immediate interest, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication.
  4. Handling of lead information
    - a. All lead information obtained from informant must be run out to logical conclusion.
    - b. If there is insufficient information to warrant opening case, tickler card should be prepared to follow informant and take other logical steps to obtain additional identifying data. Restrict tickler cards to information which would warrant investigation if identity established. If no identification is made after reasonable effort, prepare memorandum for informant's subfile.
  5. Handling documentary material furnished by informants
    - a. Pamphlets and similar documentary material furnished by informants should have placed thereon informant's code name.
    - b. Informant should affix date he received material. If informant cannot recall date of receipt, date he furnished material should be affixed.
    - c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material.
    - d. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items. See section 107K for filing instructions.

- d. Flash notice is to be placed by field with Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.
  - e. When informant is discontinued, retain flash notice for one year. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.
7. Control - statement of cooperation
- a. Close control must be exercised over activities of informants and double agents to obtain maximum results and prevent any possible embarrassment to Bureau.
  - b. Obtain signed statement set out below when feasible and practical. Where it is not practical to secure such signed statement from an informant or double agent, advise Bureau of complete details. SAC and Agent handling informant or double agent should determine appropriate time in informant's operation when statement should be completed.

I, \_\_\_\_\_, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) \_\_\_\_\_

Witnessed: \_\_\_\_\_

8. Execution of party questionnaires
- Informants, particularly in Communist Party, often must execute party questionnaires and in doing so should be instructed to be extremely careful not to jeopardize their position as informants. If necessary, each item in questionnaire should be discussed with informant.
9. Informant's activity in organizations
- a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.
  - b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.
  - c. Changes in organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of motivation behind such changes, but be certain opinions are labeled as such.
  - d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but in such manner as to avoid suspicion.

10. Transfer of informants to other areas
  - a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
  - b. Keep in mind overall coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, encourage him to do so in order to provide wider coverage for Bureau's work.
11. Action by informant when uncovered
  - a. If informant is uncovered by subversive elements, instruct him to defend himself vigorously and demand proof of his informant activity.
  - b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse issue to point where his services may not be lost.
  - c. In some cases it may be necessary for informant to acquiesce to charges of deviation from strict discipline of organization involved, and thus cast off suspicion.
12. Requests of informant to help defend others
  - a. If requested by Communist Party, or other interested parties to assist in preparation of defense in subversive-type cases or handle assignment where such information is readily available, informant should tactfully decline.
  - b. Such requests should be reported immediately to contacting Agent and made matter of record.
  - c. If informant cannot avoid becoming involved, instruct him not to report any information pertaining to defense plans or strategy.
  - d. Promptly report any such incident to Bureau.
13. Preparation for testifying

Contacting Agent must condition informant to fact that someday knowledge he possesses may be needed as evidence in court. Psychologically prepare informant for fact that he may at future date be called upon to testify to information he has furnished on security matters. Proper indoctrination of informant is essential as Bureau must provide witnesses whenever Department initiates prosecutions in security cases.

#### G. INFORMANTS' INFORMATION

1. General instructions re oral and written information
  - a. These instructions apply to security informants, potential security informants, panel sources, security confidential sources, and security sources of information.
  - b. Specific instructions must be given to informants concerning preparation of statements containing their information.
  - c. They should be submitted as quickly as possible after meeting or activity.
  - d. Written statements should be submitted when possible. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
  - e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
  - f. All information furnished by informants must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelizing and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies. When informant's statement contains references to large number of individuals and/or organizations, and exceeds two pages, consider channelizing to substantive case file only those portions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's sub-file. This procedure should be employed unless logical reason dictates otherwise.

5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under section 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

[E. BUREAU POLICY

1. Development of military personnel  
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by Bureau.
2. Contacts by designated Agents  
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant  
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity  
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.

[F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship  
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background  
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability  
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

## 4. Contacts by Agents

- a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
- b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
- c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
- d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
- e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
- f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
- g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
- h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
- i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
- j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.

## 5. Checking reliability

- a. Reliability of all active informants must be constantly checked.
- b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

## 6. Fingerprints

- a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
- b. If informant refuses, do not force issue.
- c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.



3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check of local credit and arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Do not submit on UACB basis. Include physical description.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
  - a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
  - b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
  - c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
  - d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.
  - e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.
3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to Bureau.
4. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.

## [A. DEFINITIONS

## 1. Security informant

Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.

## 2. Potential security informant

Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.

## 3. Double agent

Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance

## 4. Confidential source

Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.

## 5. Panel source

Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

## [B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

## 1. Evaluation of

- a. Complainants or other persons interviewed in security matters
- b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
- c. Personal friends and contacts of Bureau employees
- d. Sources of information, confidential sources, and contacts

## 2. Review of closed security files, reserve index, and files of former security informants

## 3. Review factionalism section of file on Communist Party, USA.

## 4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.

## 5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

## [C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

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- b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
- c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:
  - (1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
  - (2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.
  - (4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.
- 3. Administrative handling
  - a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.
  - b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.
  - c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.
  - d. Only Agents designated in particular case should contact panelists.
  - e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.
  - f. Symbol number may be assigned if unusual security problem exists or if typing would be saved. Use abbreviation "PS" before symbol number; e.g., PS NY-000-S.
  - g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.
  - h. Advise Bureau of date panel source is discontinued and reasons.

#### IV. DOUBLE AGENT OPERATIONS

- 1. Passage of information
  - a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.
  - c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.
- 2. Locating information to pass
 

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.
- 3. Obtaining Bureau authority
 

Bureau authority must be obtained to pass any information in double agent operation except:

  - a. Newspaper or magazine article

- b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)
- 4. Retention of copies of passed material
  - a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
  - b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
  - c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
  - d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.
- 5. Handling money and property received by double agents
  - a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
  - b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
  - c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
  - d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

#### U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

- 1. Use of students
  - a. Students under age of [18] years are not to be developed as security informants, [potential security informants,] or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
  - b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.
- 2. Quarterly letters
  - a. On January 1, April 1, July 1, and October 1, submit quarterly letters on each student and teacher authorized by Bureau for contact as security informant, potential security informant, or other sources (including panel sources). Include following:
    - (1) Specific productivity
    - (2) Specific information furnished not otherwise available from public source material or other office sources off campus
    - (3) Frequency of contact
  - b. Quarterly letters on all racial and security informants or sources should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter:
    - (1) Number of informants, potential informants, and other sources active and under development at each educational institution affected
    - (2) An overall analysis of coverage afforded by campus informants and sources

- [ 14. Make every effort to prevent discontinued informant from becoming involved  
[ in situations which may prove embarrassing to informant or Government.  
[ Immediately after he testifies for first time, SAC should have serious talk  
[ with informant in presence of Agent who handled informant. This interview  
[ should be conducted in field office and informant told that:  
[ a. He will no longer be operated by Bureau  
[ b. Since he is public figure, he will probably be contacted by representa-  
[ tives of press, radio, and television for interviews and appearances  
[ c. He may be sought as witness by congressional committees, Immigration  
[ and Naturalization Service, and state authorities  
[ d. In connection with such interviews and appearances, informant must  
[ continue to be factual and truthful and must not build up or embellish  
[ statements, for if he does so he will wind up in serious trouble

[ Advise Bureau results of such interview and comment on its possible effec-  
[ tiveness.

[ Be alert to possibilities of former informant being contacted by represen-  
[ tatives of publicity media and as witness by congressional committees,  
[ INS, and state authorities. SAC is responsible for knowing when former informant  
[ is scheduled or is likely to appear at hearing or make public appearance of  
[ of any kind. Prior thereto in each instance, former informant must be  
[ contacted and instructions above reiterated by Agent who handled informant.  
[ Emphasize to former informant that he must stick to truth and make certain  
[ he can back up what he says, and if there is any deviation he will be sub-  
[ jected to criticism, possible libel, slander, or other criminal actions.  
[ If he inquires as to whether he should appear or testify or otherwise  
[ cooperate with any public or private individual or agency, advise him he  
[ must make that decision himself, but if he has appeared as Government  
[ witness in case which has not been finally adjudicated and decides in  
[ affirmative, he should contact USA for instructions. Advise Bureau of any  
[ such situations and results of any interviews conducted.

- [ 15. When contacting Agent feels discontinued informant could cause embarrass-  
[ ment to Bureau, make arrangements to have former informant come to field  
[ office where he will be personally met by SAC. At that time, he should be  
[ impressed with fact that his services were appreciated and were of consid-  
[ erable assistance to security of country and remind him that he signed agree-  
[ ment when he was active as informant to maintain his relation with Bureau  
[ on confidential basis. SAC should stress necessity for informant to main-  
[ tain this confidence.

[ P. FURNISHING INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

- [ 1. INS, in order to enforce its responsibilities, must obtain evidence to  
[ prove that certain aliens, due to their membership in certain groups, are  
[ undesirable and deportable or subject to denaturalization.  
[ 2. Cooperate fully with INS in these cases and make efforts consistent with  
[ your own interests to make available information and witnesses where  
[ possible.  
[ 3. If contacted by INS inquiring for informants and you have discontinued  
[ informant or one who would be of assistance to INS and whose loss would not  
[ affect your work, furnish his identity to Bureau, together with your  
[ recommendation.  
[ 4. Bureau will review facts and advise as to whether or not his identity may  
[ be disclosed to INS.  
[ 5. Before any informant is turned over to INS, obtain his permission.

## O. DISCONTINUED INFORMANTS

1. When services of informant are discontinued, mark name card "cancelled." Destroy symbol card. Never destroy name card.
2. Refile name card in numerical order by symbol number in symbol number index. If discontinued informant, potential informant, or confidential source to whom symbol number was once assigned later is reactivated, remove name card from symbol number index, mark it reactivated with appropriate date, note type of information he will now be furnishing, and refile it alphabetically in name card section of index.
3. When potential informant or confidential source is discontinued and permanent symbol has not been assigned, destroy alphabetical index card.
4. Advise Bureau of date when potential informant or informant is discontinued and reason therefor. Advise Bureau as to whether or not informant is willing to testify in open court or before administrative hearing boards. Identity of all cases of security of Government employees type in which informant has furnished information must be ascertained and Bureau advised in compliance with section 19, volume II, of this manual.
5. Review informant's file to determine if correspondence between Bureau and field relating to Department's interest in using informant as witness is contained therein. In those cases in which Department has indicated desire to consider informant when he becomes available, advise Bureau in each such substantive case, except when it is obvious statute of limitations has run or case has been adjudicated. This exception does not apply to security of Government employees cases. When above action is completed, advise Bureau.
6. Statement shall also be made to effect that measures to control informants, set out in item 7, below, have been considered and recommendations shall be made when it appears such are warranted.
7. When services of informant are discontinued, maintain close contact with him so that informant will look to Bureau for counsel prior to taking any action against Bureau's best interests. Determine whether he has plans for writing book, magazine or newspaper article, or otherwise publicizing his activity. If so, impress him with desirability of coming to Bureau for assistance and guidance. If informant insists on engaging in such activities, Bureau will consider placing him in contact with reliable publisher, but it must be made clear to informant that Bureau will not sponsor or endorse any book or publication which he elects to write.
8. All payments to discontinued informants and confidential sources must be made on strict c.o.d. basis. Obtain Bureau authority before making such payments. Submit complete details as to information furnished by discontinued informant or source in past and what is to be expected of informant or source in future.
9. Once informant is exposed in any manner whatsoever, do not carry him as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.
10. When office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to office which originally handled informant so that file will be as complete as possible.
11. When informant has been discontinued for cause, such as unreliability, do not contact him in future for information. If he furnishes information it should be accepted, but in setting out information in reports or communications use individual's true name, together with appropriate description of his reliability.
12. Remove flash notice [per item F, 6, e of this section.]
13. Avoid repeated use of discontinued informant as witness at security trials and hearings. Make all-out effort to develop witnesses who can furnish same testimony. Advise Bureau of any indication by Government attorneys that informant-witness who has previously testified will be called upon for testimony at subsequent trial or hearing and furnish comments concerning possibility of supplanting testimony of individual involved. Submit under appropriate case character.



## H. SYMBOLS

## 1. Assigning numbers

- a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
- b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant use of such designations.
- c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
- d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
- e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters ["CS"] for confidential source.
- f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to racial, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY-000-S to NY-000-C or to NY-000-R).

## 2. Communications - use of symbols

- a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
- b. In all communications after initial letter, Bureau and field office file numbers for informant must be set forth.
- c. In communications between offices, follow same procedure.
- d. Informants and sources entering another division
  - (1) Active informants and sources entering another division on temporary basis should be referred to in initial letter to interested office by true name and symbol number if necessary for other division to know identity. Office receiving such letter should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
  - (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
  - (3) If informant is transferred to another office and remains active, his identity must still be protected.
- e. In communications concerning potential security informant when a symbol number is not assigned, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
- f. In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

## I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential Security Informant" shall not appear.

## J. INDICES

## 1. Alphabetical name index and symbol number index

Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice

## a. Alphabetical name index

In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.

- b. Symbol number index  
This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.
- c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.
- d. Index cards  
Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

Symbol:  
(Informant, potential  
informant, or confidential  
source)

File No:

Name:

- e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.
2. Index entitled "Informants and Sources in Other Divisions"
    - a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.
    - b. If such index maintained, separate index card is to be prepared on each informant and source included.
    - c. Cards should contain brief background data and identity of Bureau communication showing background data.
    - d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.
  3. Agents' informative index
    - a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.
    - b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
    - c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.
    - d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.
    - e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.
    - f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.
    - g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.
    - h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.
    - i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

- b. Symbol number index  
This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.
- c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.
- d. Index cards  
Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

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(Informant, potential informant, or confidential source)

File No:

Name:

- e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.
2. Index entitled "Informants and Sources in Other Divisions"
    - a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.
    - b. If such index maintained, separate index card is to be prepared on each informant and source included.
    - c. Cards should contain brief background data and identity of Bureau communication showing background data.
    - d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.
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    - a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.
    - b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
    - c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.
    - d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.
    - e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.
    - f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.
    - g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.
    - h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.
    - i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

## H. SYMBOLS

## 1. Assigning numbers

- a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
- b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant use of such designations.
- c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
- d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
- e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "CS" for confidential source.
- f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to racial, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY 000-R).

## 2. Communications - use of symbols

- a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
- b. In all communications after initial letter, Bureau and field office file numbers for informant must be set forth.
- c. In communications between offices, follow same procedure.
- d. Informants and sources entering another division
  - (1) Active informants and sources entering another division on temporary basis should be referred to in initial letter to interested office by true name and symbol number if necessary for other division to know identity. Office receiving such letter should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
  - (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
  - (3) If informant is transferred to another office and remains active, his identity must still be protected.
- e. In communications concerning potential security informant when a symbol number is not assigned, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
- f. In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

## I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential Security Informant" shall not appear.

## J. INDICES

## 1. Alphabetical name index and symbol number index

Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice

## a. Alphabetical name index

In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.

3. Index
  - a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, racial informant, or security informant index, depending on type information furnished.
  - b. Duplicate confidential source cards may be maintained with criminal informant, racial informant, and security informant index where logical.
4. Files
 

When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.
5. Utilization
  - a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
  - b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
  - c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
  - d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
    - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
    - (2) Details of expected cooperation of individual and results of any interviews conducted with him
    - (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
    - (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.
6. Security confidential sources - certification of stability and payments
  - a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
  - b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must [certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
  - c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.
7. Gifts
 

Gifts should not be given to sources.
8. Discontinuance
 

Advise Bureau of date when source is discontinued and reasons.

#### S. PANEL SOURCES

1. Definition
 

See page 3 of this section.
2. Background investigation and approval
  - a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records.

## [Q. CORRECTIVE ACTION ON FALSE INFORMATION

- [ 1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
- [ 2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
- [ 3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
- [ 4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
- [ 5. Identify cases individually by title and character, together with dates of communications containing information.
- [ 6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
- [ 7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
- [ 8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
- [ 9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
- [ 10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
- [ 11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
- [ 12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
- [ 13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

## [R. CONFIDENTIAL SOURCES

- [ 1. Definition  
See page 3 of this section.
- [ 2. Assignment of symbols
  - [ a. Symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
  - [ b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
  - [ c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
  - [ d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY-000-S.
  - [ e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, racial, and criminal informants.

- (4) Separate statements should be prepared for each meeting or separate activity in which informants engage and should be dictated by Agent as if informant were preparing them himself.
- (5) Information, after being reduced to writing, should be read promptly by informant and acknowledged by affixing his code name on each page. In espionage and foreign nationality matters, such authentication is necessary only where future prosecution is possible.
- (6) After informant authenticates statement, contacting Agent should prepare cover sheet, form FD-306, which should be stapled to it. Thereafter statement should be handled as written one.
- (7) Oral information furnished by informant purely of lead value should be included in office memorandum by Agent and should not be initialed by informant or exhibited to him or treated as evidence.

3. Transmission of information

- a. Statements should be personally delivered to contacting Agent by informants when possible. Careful consideration should be given to full security of all such contacts. They should never be mailed to field office or resident agency. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
- b. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory. More than one informant may send statements to a post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of postal employees.
- c. Envelope enclosing statement should have return address of another confidential post office box obtained under fictitious name.
- d. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for extended period of time.
- e. When informant receives information of vital and immediate interest, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication.

4. Handling of lead information

- a. All lead information obtained from informant must be run out to logical conclusion.
- b. If there is insufficient information to warrant opening case, tickler card should be prepared to follow informant and take other logical steps to obtain additional identifying data. Restrict tickler cards to information which would warrant investigation if identity established. If no identification is made after reasonable effort, prepare memorandum for informant's subfile.

5. Handling documentary material furnished by informants

- a. Pamphlets and similar documentary material furnished by informants should have placed thereon informant's code name.
- b. Informant should affix date he received material. If informant cannot recall date of receipt, date he furnished material should be affixed.
- c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material.
- d. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items. See section 107K for filing instructions.

tions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's sub-file. This procedure should be employed unless logical reason dictates otherwise.

- g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

2. Recording written and oral information

a. Written by informant

- (1) May be in handwriting or hand printing of informant or typed.
- (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
- (3) Prepare on paper devoid of any Bureau markings or identification.
- (4) Date when informant prepares statement should be placed at top of statement.
- (5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.
- (6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.
- (7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.
- (8) Agents' names should never appear on any page.
- (9) Informant should refer to himself in body of statement by his true name and use third person.
- (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.
- (11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.
- (12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:
  - (a) Any reference concerning Director and Bureau
  - (b) References to other documents and statements submitted by informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be furnished orally by informant and recorded in memorandum form for informant file.

b. Furnished orally by informant

- (1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with making of oral statement by informant to Agent. Leave out following items:
  - (a) Any reference concerning Director and Bureau.
  - (b) References to other documents and statements submitted by informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be recorded in memorandum for informant file.

- (2) Prepare on paper devoid of Bureau markings or identification.
- (3) Date at top with date informant furnished information. No other date is desired except date of meeting or activity described in body of statement.



10. Transfer of informants to other areas
  - a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
  - b. Keep in mind overall coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, encourage him to do so in order to provide wider coverage for Bureau's work.
11. Action by informant when uncovered
  - a. If informant is uncovered by subversive elements, instruct him to defend himself vigorously and demand proof of his informant activity.
  - b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse issue to point where his services may not be lost.
  - c. In some cases it may be necessary for informant to acquiesce to charges of deviation from strict discipline of organization involved, and thus cast off suspicion.
12. Requests of informant to help defend others
  - a. If requested by Communist Party, or other interested parties to assist in preparation of defense in subversive-type cases or handle assignment where such information is readily available, informant should tactfully decline.
  - b. Such requests should be reported immediately to contacting Agent and made matter of record.
  - c. If informant cannot avoid becoming involved, instruct him not to report any information pertaining to defense plans or strategy.
  - d. Promptly report any such incident to Bureau.
  - e. [If an informant is present in conversation between an attorney and individual under criminal indictment, he should immediately leave. If he is unable to do so and inadvertently learns of defense plans or strategy, he is not to report the substance of any such conversation to the FBI. Additionally, the informant is not to engage in or report the substance of a conversation with a criminal defendant dealing with the offense for which the defendant is under indictment.]
13. Preparation for testifying
 

Contacting Agent must condition informant to fact that someday knowledge he possesses may be needed as evidence in court. Psychologically prepare informant for fact that he may at future date be called upon to testify to information he has furnished on security matters. Proper indoctrination of informant is essential as Bureau must provide witnesses whenever Department initiates prosecutions in security cases.

#### G. INFORMANTS' INFORMATION

1. General instructions re oral and written information
  - a. These instructions apply to security informants, potential security informants, panel sources, security confidential sources, and security sources of information.
  - b. Specific instructions must be given to informants concerning preparation of statements containing their information.
  - c. They should be submitted as quickly as possible after meeting or activity.
  - d. Written statements should be submitted when possible. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
  - e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
  - f. All information furnished by informants must be promptly reviewed, recorded, indexed, evaluated, channeled, and all necessary action taken. Form FD-306 may be used in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelizing and staple one copy to each copy of informant's statement being channeled. Channelization should be noted on original FD-306 and on all copies. When informant's statement contains references to large number of individuals and/or organizations, and exceeds two pages, consider channelizing to substantive case file only those por-

- d. Flash notice is to be placed by field with Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.
- e. When informant is discontinued, retain flash notice for one year. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.
- 7. Control - statement of cooperation
  - a. Close control must be exercised over activities of informants and double agents to obtain maximum results and prevent any possible embarrassment to Bureau.
  - b. Obtain signed statement set out below when feasible and practical. Where it is not practical to secure such signed statement from an informant or double agent, advise Bureau of complete details. SAC and Agent handling informant or double agent should determine appropriate time in informant's operation when statement should be completed.

I, \_\_\_\_\_, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) \_\_\_\_\_

Witnessed: \_\_\_\_\_

- 8. Execution of party questionnaires
 

Informants, particularly in Communist Party, often must execute party questionnaires and in doing so should be instructed to be extremely careful not to jeopardize their position as informants. If necessary, each item in questionnaire should be discussed with informant.
- 9. Informant's activity in organizations
  - a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.
  - b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.
  - c. Changes in organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of motivation behind such changes, but be certain opinions are labeled as such.
  - d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but in such manner as to avoid suspicion.

## 4. Contacts by Agents

- a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
- b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
- c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
- d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
- e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
- f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
- g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
- h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
- i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
- j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.

## 5. Checking reliability

- a. Reliability of all active informants must be constantly checked.
- b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

## 6. Fingerprints

- a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
- b. If informant refuses, do not force issue.
- c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

4. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

#### E. BUREAU POLICY

1. Development of military personnel  
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by Bureau.
2. Contacts by designated Agents  
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant  
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity  
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.

#### F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship  
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background  
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability  
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check of local credit and arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

#### D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Do not submit on UACB basis. Include physical description.
  - [ a. If the individual is a student, include separate paragraph clearly setting forth the number of racial and/or security informants, the number of potential racial and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains. ]
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
  - a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
  - b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
  - c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
  - d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.
  - e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.
3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to Bureau.

## [A. DEFINITIONS

1. Security informant  
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant  
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent  
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source  
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source  
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

## [B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
  - a. Complainants or other persons interviewed in security matters
  - b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - c. Personal friends and contacts of Bureau employees
  - d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

## [C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

9. Use of informant by Department - filing correspondence re  
From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.
10. Form FD-238  
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.
11. Bulky material submitted by informant  
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

#### L. PAYMENTS TO INFORMANTS

1. No gifts to informants
  - a. Gifts should not be given to informants.
  - b. Relationship between Agents and informants shall be maintained on businesslike basis.
  - c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority
  - a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to \$400 and totaling not more than \$400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
  - b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
  - c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
  - d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling \$400. Once individual has been paid \$400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."
3. Payments on a regular basis - Bureau authority
  - a. To pay anyone on a regular basis, obtain specific Bureau authorization.
  - b. In requesting this authorization, use form FD-401:
    - (1) Membership  
List current membership and position held in any subversive group.
    - (2) Amount paid for services and expenses  
List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
    - (3) Number of activities and persons on whom coverage is provided  
List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

## K. INFORMANT FILES

1. Opening
  - a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
  - b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development. In espionage and foreign nationality matters, existing file may be used if this is practical.
  - c. Maintain individual files on all active informants as pending active files.
2. Monthly administrative report  
Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.
3. Assignment and tickler cards  
Maintain assignment and tickler cards, but do not show true name of informant, [potential informant, panel source or confidential source] on such cards.
4. Subfiles
  - a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where subfile is necessary only in those instances involving possible prosecution. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-305 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
  - b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization  
Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.
6. Channelizing memoranda - destruction of  
See Manual of Rules and Regulations.
7. Correspondence  
Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.
8. Maintenance of files
  - a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
  - b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
  - c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
  - d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.



- b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
- c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:
  - (1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
  - (2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.
  - (4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

### 3. Administrative handling

- a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.
- b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.
- c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.
- d. Only Agents designated in particular case should contact panelists.
- e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.
- f. [A symbol number should be assigned from the time any step is taken to develop an individual as a panel source.] Use abbreviation "PS" before symbol number, e.g., PS NY-000-S.
- g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.
- h. Advise Bureau of date panel source is discontinued and reasons.

### T. DOUBLE AGENT OPERATIONS

- 1. Passage of information
  - a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.
  - c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.
- 2. Locating information to pass

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.
- 3. Obtaining Bureau authority

Bureau authority must be obtained to pass any information in double agent operation except:

  - a. Newspaper or magazine article

- b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)
- 4. Retention of copies of passed material
  - a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
  - b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
  - c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
  - d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.
- 5. Handling money and property received by double agents
  - a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
  - b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
  - c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
  - d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

#### U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

- 1. Use of students
  - a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
  - b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.
- 2. Quarterly letters
  - a. On January 1, April 1, July 1, and October 1, submit quarterly letters on each student and teacher authorized by Bureau for contact as security informant, potential security informant, or other sources (including panel sources). Include following:
    - (1) Specific productivity
    - (2) Specific information furnished not otherwise available from public source material or other office sources off campus
    - (3) Frequency of contact
  - b. Quarterly letters on all [extremist] and security informants or sources should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter:
    - (1) Number of informants, potential informants, and other sources active and under development at each educational institution affected
    - (2) An overall analysis of coverage afforded by campus informants and sources

## 3. Index

- a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, [extremist] informant, or security informant index, depending on type information furnished.
- b. Duplicate confidential source cards may be maintained with criminal informant, racial informant, and security informant index where logical.

## 4. Files

When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.

## 5. Utilization

- a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
- b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
- c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
- d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of expected cooperation of individual and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
  - (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
- b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
- c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.

## 7. Gifts

Gifts should not be given to sources.

## 8. Discontinuance

Advise Bureau of date when source is discontinued and reasons.

## S. PANEL SOURCES

## 1. Definition

See page 3 of this section.

## 2. Background investigation and approval

- a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records.

## Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

## R. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. [A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.]
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
  - c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
  - d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY-000-S.
  - e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, [extremist,] and criminal informants.

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
- [ 4. Check local arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

#### D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Submit by secure teletype (usually Nitel). Be brief and concise. Do not submit on UACB basis. Include physical description.
  - a. If the individual is a student, include separate paragraph clearly setting forth the number of extremist and/or security informants, the number of potential extremist and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
  - a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
  - b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
  - c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
  - d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.

## [A. DEFINITIONS

1. Security informant  
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant  
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent  
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source  
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source  
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

## [B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of:
  - a. Complainants or other persons interviewed in security matters
  - b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - c. Personal friends and contacts of Bureau employees
  - d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

## [C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

- b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)
- 4. Retention of copies of passed material
  - a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
  - b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
  - c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
  - d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.
- 5. Handling money and property received by double agents
  - a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
  - b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
  - c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
  - d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

#### U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

- 1. Use of students
  - a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
  - b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.

[ 2. [Deleted]

- b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
- c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:
  - (1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
  - (2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.
  - (4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

### 3. Administrative handling

- a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.
- b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.
- c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.
- d. Only Agents designated in particular case should contact panelists.
- e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.
- f. A symbol number should be assigned from the time any step is taken to develop an individual as a panel source. Use abbreviation "PS" before symbol number, e.g., PS NY 000-S.
- g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.
- h. Advise Bureau of date panel source is discontinued and reasons.

### T. DOUBLE AGENT OPERATIONS

- 1. Passage of information
  - a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.
  - c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.
- 2. Locating information to pass

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.
- 3. Obtaining Bureau authority

Bureau authority must be obtained to pass any information in double agent operation except:

  - a. Newspaper or magazine article



- [ 2. Submit quarterly letter (FD-451b) to Bureau by secure teletype system  
[ (NITEL). Quarterly letter should include the following:  
[ a. Name, location and number of subversive groups including identities  
[ of groups on college campuses, exclusive of those in black extremist,  
[ white hate or espionage matters.  
[ b. Symbol numbers of member informants providing coverage who are members  
[ of organizations. If no member informant, attach addendum and explain  
[ why you do not have member informants. Indicate specific action being  
[ taken to develop member informants and date such coverage is antici-  
[ pated for each group.  
[ c. Identities of individuals or groups who have participated in or are  
[ active in planning subversive acts of violence, exclusive of those  
[ in black extremist, white hate or espionage matters.  
[ d. Symbol numbers of informants and sources providing coverage of  
[ individuals or groups shown in Column C. If no member informant,  
[ attach addendum and explain why you do not have member informants.  
[ Indicate specific action being taken to develop member informants  
[ and date such coverage is anticipated for each group.]
- N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS
1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
  2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
  3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
  4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
  5. In no instance should you permit informant to sign loyalty oath in negative.

- (1) Correct, full name
  - (2) All aliases, code names, and symbol numbers
  - (3) First date of contact by your office
  - (4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
  - (5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
  - (6) Listing of any advances, refunds, and outstanding balances of advances
  - (7) Date of last contact by your office
  - (8) Whether individual has been contacted by any other office
- b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.
  - c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.
  - d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.
8. Receipt of unemployment compensation
- a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.
  - b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

[M. MONTHLY AND QUARTERLY LETTERS

- [ 1. Submit monthly letter (FD-451, 451a) to Bureau by secure teletype system  
[ (NITEL). Field divisions east of the Mississippi must submit this infor-  
[ mation by the 3rd of each month; field divisions west of the Mississippi  
[ must submit this information by the 7th of each month. Monthly letter  
[ should include the following:  
[ a. Number of security informants, potential security informants, con-  
[ fidential sources, and panel sources at the beginning and end of each  
[ month also showing the number added and deleted during the month.  
[ b. Number of Agents assigned exclusively to informant and source  
[ development.  
[ c. Money paid for services and expenses under SAC authority.  
[ d. Statistical accomplishments.  
[ e. Security informant accomplishments.

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check local arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file. [In order to eliminate the possibility of jeopardizing the security of Bureau informants, the word "Informant" should not be indicated in blank ballot box on FD-165. It should be noted the informant file number serves as an indication to the Identification Division of the type of flash notice desired.]
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Submit by secure teletype (usually Nitel). Be brief and concise. Do not submit on UACB basis. Include physical description.
  - a. If the individual is a student, include separate paragraph clearly setting forth the number of extremist and/or security informants, the number of potential extremist and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
  - a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
  - b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
  - c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
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  - (7) Date of last contact by your office
  - (8) Whether individual has been contacted by any other office
- b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.
- c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.
- d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of [Voucher-Statistical Section, Computer Systems Division.] Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.
8. Receipt of unemployment compensation
- a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.
  - b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

M. MONTHLY AND QUARTERLY LETTERS

1. Submit monthly letter (FD-451, 451a) to Bureau by secure teletype system (NITEL). Field divisions east of the Mississippi must submit this information by the 3rd of each month; field divisions west of the Mississippi must submit this information by the 7th of each month. Monthly letter should include the following:
  - a. Number of security informants, potential security informants, confidential sources, and panel sources at the beginning and end of each month also showing the number added and deleted during the month.
  - b. Number of Agents assigned exclusively to informant and source development.
  - c. Money paid for services and expenses under SAC authority.
  - d. Statistical accomplishments.
  - e. Security informant accomplishments.

- b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)
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  - a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
  - b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
  - c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
  - d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.
- 5. Handling money and property received by double agents
  - a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
  - b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
  - c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
  - d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

- 1. Use of students
  - a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
  - b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.

[ 2. [Deleted]

- b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
- c. Submit [secure teletype (Nitel)] to Bureau requesting authority to use individual as a panel source and set out:
  - (1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
  - (2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.
  - (4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.
- 3. Administrative handling
  - a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.
  - b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.
  - c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.
  - d. Only Agents designated in particular case should contact panelists.
  - e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.
  - f. A symbol number should be assigned from the time any step is taken to develop an individual as a panel source. Use abbreviation "PS" before symbol number, e.g., PS NY 000-S.
  - g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.
  - h. Advise Bureau of date panel source is discontinued and reasons.

#### T. DOUBLE AGENT OPERATIONS

- 1. Passage of information
  - a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.
  - c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.
- 2. Locating information to pass
 

Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.
- 3. Obtaining Bureau authority
 

Bureau authority must be obtained to pass any information in double agent operation except:

  - a. Newspaper or magazine article



## 3. Index

- a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
- b. Duplicate confidential source cards may be maintained with criminal informant, extremist informant, and security informant index where logical.

## 4. Files

When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.

## 5. Utilization

- a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
- b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
- c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
- d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, arrest and service record, if any
  - (2) Details of expected cooperation of individual and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
  - (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
- b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must [certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
- c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.

## 7. Gifts

Gifts should not be given to sources.

## 8. Discontinuance

Advise Bureau of date when source is discontinued and reasons.

## S. PANEL SOURCES

## 1. Definition

See page 3 of this section.

## 2. Background investigation and approval

- a. Check prospective panel source through office indices, canvass logical informants, review appropriate arrest and military records.

## Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

## R. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.
  - b. Advise Bureau by [secure teletype (Nitel)] giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
  - c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
  - d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY 000-S.
  - e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, extremist, and criminal informants.

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check local arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file. In order to eliminate the possibility of jeopardizing the security of Bureau informants, the word "Informant" should not be indicated in blank ballot box on FD-165. It should be noted the informant file number serves as an indication to the Identification Division of the type of flash notice desired.
5. Review armed services record if applicable. [FD-356 must be used in any routine check pertaining to informants making sure all references, such as symbol number, which would tend to identify individual as an informant are deleted.]
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

#### D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Submit by secure teletype (usually Nitel). Be brief and concise. Do not submit on UACB basis. Include physical description.
  - a. If the individual is a student, include separate paragraph clearly setting forth the number of extremist and/or security informants, the number of potential extremist and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
  - a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
  - b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
  - c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
  - d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.

## A. DEFINITIONS

1. Security informant  
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant  
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent  
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source  
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source  
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

## B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
  - a. Complainants or other persons interviewed in security matters
  - b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - c. Personal friends and contacts of Bureau employees
  - d. Sources of information, confidential sources, and contacts
2. Review of closed security files and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

## C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

9. Use of informant by Department - filing correspondence re  
From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.
10. Form FD-238  
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.
11. Bulky material submitted by informant  
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

#### L. PAYMENTS TO INFORMANTS

1. No gifts to informants
  - a. Gifts should not be given to informants.
  - b. Relationship between Agents and informants shall be maintained on businesslike basis.
  - c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority
  - a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to \$400 and totaling not more than \$400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
  - b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
  - c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
  - d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling \$400. Once individual has been paid \$400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."
  - [ e. All newly developed security informants are to be paid under SAC authority for the first six months unless unusual circumstances exist. If additional funds under SAC authority are necessary during this period, submit request accompanied by detailed justification of past expenditures.]
3. Payments on a regular basis - Bureau authority
  - a. To pay anyone on a regular basis, obtain specific Bureau authorization.
  - b. In requesting this authorization, use form FD-401:
    - (1) Membership  
List current membership and position held in any subversive group.
    - (2) Amount paid for services and expenses  
List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
    - (3) Number of activities and persons on whom coverage is provided  
List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

## K. INFORMANT FILES

1. Opening
  - a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
  - b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development. In espionage and foreign nationality matters, existing file may be used if this is practical.
  - c. Maintain individual files on all active informants as pending active files.
2. Monthly administrative report  
Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.
3. Assignment and tickler cards  
Maintain assignment and tickler cards, but do not show true name of informant, [potential informant, panel source or confidential source] on such cards.
4. Subfiles
  - a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where subfile is necessary only in those instances involving possible prosecution. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
  - b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization  
Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.
6. Channelizing memoranda - destruction of  
See Manual of Rules and Regulations.
7. Correspondence  
Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.
8. Maintenance of files
  - a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
  - b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
  - c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
  - d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.

## 4. Contacts by Agents

- a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
- b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
- c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
- d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
- e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants unpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
- f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
- g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
- h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
- i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
- j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.

## 5. Checking reliability

- a. Reliability of all active informants must be constantly checked.
- b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

## 6. Fingerprints

- a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
- b. If informant refuses, do not force issue.
- c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

4. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

#### E. BUREAU POLICY

1. Development of military personnel  
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by Bureau.
2. Contacts by designated Agents  
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant  
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity  
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.
- [ 5. All informants and sources are to be debriefed on at least a monthly basis regarding their knowledge of narcotics activities.]

#### F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship  
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background  
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability  
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.



- [ 2. Submit quarterly letter (FD-451b) to Bureau by secure teletype system  
[ (NITEL). Quarterly letter should include the following:  
[ a. Name, location and number of subversive groups including identities  
[ of groups on college campuses, exclusive of those in black extremist,  
[ white hate or espionage matters.  
[ b. Symbol numbers of member informants providing coverage who are members  
[ of organizations. If no member informant, attach addendum and explain  
[ why you do not have member informants. Indicate specific action being  
[ taken to develop member informants and date such coverage is antici-  
[ pated for each group.  
[ c. Identities of individuals or groups who have participated in or are  
[ active in planning subversive acts of violence, exclusive of those  
[ in black extremist, white hate or espionage matters.  
[ d. Symbol numbers of informants and sources providing coverage of  
[ individuals or groups shown in Column C. If no member informant,  
[ attach addendum and explain why you do not have member informants.  
[ Indicate specific action being taken to develop member informants  
[ and date such coverage is anticipated for each group.]
- N. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS
1. Make every effort to guide informants away from situations requiring them to sign or fill out loyalty oaths or forms.
  2. Informants should be cautioned to keep contacting Agent fully advised of any situation wherein they might be required to sign such a form. Advise Bureau promptly of all such situations which cannot be avoided.
  3. Bureau will consider as last resort advising another agency of informant's relationship with Bureau, together with pertinent facts concerning informant's activity; however, such situations must be kept to minimum in view of obvious dangers to informant.
  4. Each such situation must be carefully considered and Bureau advised as promptly as possible, together with appropriate recommendation for proposed action.
  5. In no instance should you permit informant to sign loyalty oath in negative.

- (1) Correct, full name
- (2) All aliases, code names, and symbol numbers
- (3) First date of contact by your office
- (4) If first contact was prior to September, 1944, names of all SAs, SACs, and ASACs who contacted and may have made payments
- (5) Tabulation of all payments, broken down as to services and expenses. Although tabulations are not furnished to Department, those prepared by your office will be reconciled with Bureau records.
- (6) Listing of any advances, refunds, and outstanding balances of advances
- (7) Date of last contact by your office
- (8) Whether individual has been contacted by any other office
- b. Each individual and each item of information must be accounted for. If no contact was made with particular individual, Bureau must be so advised.
- c. Where informant has previously been used and tabulation of payments was prepared, information for items (5) through (8) need be given only from date of last trial in which individual was used.
- d. Above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to attention of [Data Processing] Section, Computer Systems Division. Interdivisional correspondence should be addressed to Bureau with copies designated for interested offices.
8. Receipt of unemployment compensation
  - a. At times informants and/or sources temporarily lose their jobs and become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as prerequisite for unemployment compensation and informants and/or sources who are being paid by Bureau fail to comply, situation is potentially embarrassing. Bureau cannot be placed in position of condoning violation of state law on part of any informant or source. Field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.
  - b. When paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit recommendations to Bureau on UACB basis. At same time, weigh seriously possible need for informant to apply and accept unemployment compensation to protect his security. Fellow members of subversive organization may be aware of his unemployment status and would expect him to apply. Where state requires notification of Bureau payments to informants that would necessitate disclosure of identity, discontinue Bureau payments during period of unemployment compensation benefits.

M. MONTHLY AND QUARTERLY LETTERS

1. Submit monthly letter (FD-451, 451a) to Bureau by secure teletype system (NITEL). Field divisions east of the Mississippi must submit this information by the 3rd of each month; field divisions west of the Mississippi must submit this information by the 7th of each month. Monthly letter should include the following:
  - a. Number of security informants, potential security informants, confidential sources, and panel sources at the beginning and end of each month also showing the number added and deleted during the month.
  - b. Number of Agents assigned exclusively to informant and source development.
  - c. Money paid for services and expenses under SAC authority.
  - d. Statistical accomplishments.
  - e. Security informant accomplishments.

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- a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on receipts, they must be initialed by informant and not by Agent.
  - e. When transmitting receipts and itemized statements of expenses to Bureau, staple them directly to blue slip, leaving margin of one to one and one-half inches at top to avoid contact with Acco fastener punch. Place staples so that date or other data appearing on receipt will not be mutilated and all information on receipt can be easily read without detaching it from blue slip.
6. Income tax returns
- a. Advise informants who receive compensation for their services to Bureau that such compensation must be reported as income when filing an income tax return.
  - b. Bureau income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - c. If informant is self-employed and files schedule C as self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with Bureau.
  - d. If informant cannot report payments received from Bureau for services without jeopardizing his security as informant, such payments will be subject to 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.
  - e. When informant or former informant is initially considered as potential witness in Bureau case, determine whether he paid Federal and state taxes on income he received from Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling situation.
7. Stipulation re payments made to witnesses
- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, Bureau must furnish Department set of photostats of original receipts signed by prospective witnesses. Original receipts and set of photostats will be transmitted to field office in whose territory trial will take place. Office handling prosecution must determine from Government attorney which individuals are to be used as witnesses. Thereafter office should furnish and/or cause other appropriate offices to furnish to Bureau following information:

- (4) Number of statements submitted  
Combine total number of oral and written statements submitted and show only total number.
  - (5) Stability and reliability  
Check positive box if informant is considered stable and reliable. If not or if there are any personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or any other similar problems presented by informant, check negative box and explain under "Miscellaneous."
  - (6) Indoctrination against disclosure  
If informant has been indoctrinated against disclosure, check positive box.
  - (7) Percentage of information verified  
Show percentage of information furnished by informant which has been verified through other sources.
  - (8) All necessary action taken on information furnished  
If all action has been taken, check positive box. If not, check negative box and explain under "Miscellaneous."
  - (9) Summary of information furnished  
This summary should be concise, highlighting more pertinent information furnished by informant. Do not attempt to summarize all information furnished by informant.
  - (10) Miscellaneous  
Furnish any change in informant's residence and employment [by secure teletype (nitel),] steps being taken to advance informant, and any other pertinent information which should be brought to Bureau's attention. Include statement that source has been advised that all payments of money made to him for services rendered must be declared as income on his tax return and has agreed to do so.
- c. When payment to informant has been authorized for definite period of time, advise Bureau at least two weeks in advance of expiration of period as to whether services of informant are to be continued.
  - d. Every six months submit FD-401 to Bureau requesting continuation of payments. Follow instructions set forth in item 3b, above.
  - e. Submit letters requesting authority to continue (increase, decrease) payments to an informant in duplicate except that copy should consist only of first page of letter. When payments are approved, single-page copy will be stamped "Approved" at Bureau and returned. If recommendation is not approved, field will be advised by separate communication.
  - f. When payments are authorized by Bureau, it is personal responsibility of each SAC definitely to assure that full value is being received.
  - g. Discontinuance of payments  
If at any time it appears information being produced by informant is not commensurate with payments made to him, immediately discontinue payments or adjust accordingly and promptly advise Bureau.
  - h. If any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.
- 4. Six-month evaluation of informants not paid on Bureau authority  
If informant is not being paid on Bureau authorization, FD-401 must be transmitted to Bureau every six months after date of designation containing same information set out in item 3b, above, except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases, comment is necessary regarding only applicable items.
  - 5. Receipts  
When payments are made either on SAC authority or prior Bureau approval, obtain receipts in every instance in which it is possible to do so. If receipt cannot be obtained for particular payment, set forth complete circumstances on blue slip at time reimbursement is claimed.

9. Use of informant by Department - filing correspondence re  
From time to time, Department expresses interest in using particular informant for testifying when he becomes available as witness. Place copies of all correspondence of this type in informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize information concerning each informant and place summary in appropriate file.
10. Form FD-238  
Form FD-238 (printed on pink paper) is used in security informant and potential security informant files in nature of table of contents or index to show where in file particular data can be found. This form is to be kept as top document in informant file and is not to be serialized. If particular section of form is not applicable, note such thereon.
11. Bulky material submitted by informant  
Where informant or source submits bulky material other than statement and same pertains to specific investigative matter, bulky material may be filed in investigative case file, together with copy of form FD-306 or channelizing memorandum. File original form FD-306 or channelizing memorandum in subfile of informant or source and note thereon file and serial number where bulky material is located.

#### L. PAYMENTS TO INFORMANTS

1. No gifts to informants
  - a. Gifts should not be given to informants.
  - b. Relationship between Agents and informants shall be maintained on businesslike basis.
  - c. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.
2. SAC authority
  - a. When deemed necessary and expedient to expend money to develop individual as informant to obtain information concerning security matters which is not otherwise obtainable or to advance expense money to obtain such information, SAC may approve payments up to \$400 and totaling not more than \$400 on a c.o.d. basis regardless of number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization.
  - b. Individual who is paid on SAC authority should not be described in correspondence as informant or source who is being paid on a "regular basis" or on "Bureau authorization."
  - c. Blue slip reclaiming payments authorized by SAC must clearly and accurately explain circumstances and summarize information obtained so Bureau will be in position to pass intelligently on such matters.
  - d. Prior Bureau authority must be obtained to make any additional payment to individual who has received payments totaling \$400. Once individual has been paid \$400 and it appears he will furnish information on regular basis, recommendation should be made to Bureau to pay him on "regular basis."
  - e. All newly developed security informants are to be paid under SAC authority for the first six months unless unusual circumstances exist. If additional funds under SAC authority are necessary during this period, submit request accompanied by detailed justification of past expenditures.
3. Payments on a regular basis - Bureau authority
  - a. To pay anyone on a regular basis, obtain specific Bureau authorization.
  - b. In requesting this authorization, use form FD-401:
    - (1) Membership  
List current membership and position held in any subversive group. [If position identifies informant, submit separately by secure teletype (nitel).]
    - (2) Amount paid for services and expenses  
List by the month or week. Initial justification letter should set forth amount, if any, ever paid under SAC authority.
    - (3) Number of activities and persons on whom coverage is provided  
List number and type of meetings attended and other activities and number of persons on whom informant furnishes coverage and their importance.

## K. INFORMANT FILES

1. Opening
  - a. When active investigation is initiated regarding potential informant or confidential source who is not subject of security-type file, open 134 file.
  - b. If individual is subject of security case and after being interviewed appears to have potential as informant, open separate 134 file to follow informant development. In espionage and foreign nationality matters, existing file may be used if this is practical.
  - c. Maintain individual files on all active informants as pending active files.
2. Monthly administrative report  
Include files on potential informants and informants in tabulations and calculations of delinquencies in monthly administrative report.
3. Assignment and tickler cards  
Maintain assignment and tickler cards, but do not show true name of informant, [potential informant, panel source or confidential source] on such cards.
4. Subfiles
  - a. Subfile is required on each informant who submits statements, written or oral, except in espionage or foreign nationality matters where subfile is necessary only in those instances involving possible prosecution. File in this subfile original of each statement, whether personally written by informant or furnished orally and reduced to writing by contacting Agent. Staple executed form FD-306 or channelizing memorandum containing all applicable items on form FD-306 to original of each such statement.
  - b. Holes may be punched in original statements of informants for filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.
5. Channelization  
Include excerpts from informant's statement in regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to case file in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelization and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and all copies.
6. Channelizing memoranda - destruction of  
See Manual of Rules and Regulations.
7. Correspondence  
Correspondence in security informant and potential security informant matters should be strictly limited to administrative handling of informant and should not contain information more properly furnished under substantive case caption.
8. Maintenance of files
  - a. Maintain all symbol number informant files, pending and closed, under lock and key under personal supervision of SAC, ASAC, field supervisor, or responsible employee designated by SAC.
  - b. Subfiles containing written statements may be maintained in open files section, provided there is no disclosure of informant's identity on statements.
  - c. Maintain informant files so that all information furnished by informant will be immediately available when needed.
  - d. In addition, maintain these files so identities of cases in which an informant has furnished competent evidence can be obtained immediately by simply referring to file of informant and without extensive research.



- a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
  - b. Receipts should clearly show:
    - (1) Date on which payment was made
    - (2) Period for which made when informant is paid on period basis
    - (3) Total amount paid broken down into separate amounts for services or expenses where pertinent
    - (4) Name of Agent making payment
    - (5) Signature of person receiving money
  - c. Receipts are not to be witnessed by another Agent.
  - d. If necessary to make corrections on receipts, they must be initialed by informant and not by Agent.
  - e. When transmitting receipts and itemized statements of expenses to Bureau, staple them directly to blue slip, leaving margin of one to one and one-half inches at top to avoid contact with Acco fastener punch. Place staples so that date or other data appearing on receipt will not be mutilated and all information on receipt can be easily read without detaching it from blue slip.
6. Income tax returns
- a. [Advise informants who receive compensation for their services to the Bureau that such compensation must be reported as income when filing a Federal income tax form, and, where appropriate, state and local tax forms. Informants must be periodically advised of the above and complete details of any reported problem an informant has encountered with the taxing authorities are to be expeditiously furnished the Bureau.]
  - b. Bureau income should be set forth on Federal income tax return, form 1040, as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.
  - c. If informant is self-employed and files schedule C as self-employed individual, it may be possible to include his Bureau income with his self-employed income from other sources without revealing connection with Bureau.
  - d. If informant cannot report payments received from Bureau for services without jeopardizing his security as informant, such payments will be subject to 20 per cent withholding tax. There are four categories of circumstances in which taxes will not be withheld. Taxes are not to be withheld from payments made (1) to other than security informants and sources, (2) for reimbursement of expenses, (3) under SAC authority, or (4) to informants who have been able to report Bureau income on their Federal tax returns without jeopardizing their security or without challenge from Internal Revenue Service. Each office has detailed instructions and exhibits concerning procedure to be followed in handling and control of money withheld.
  - e. When informant or former informant is initially considered as potential witness in Bureau case, determine whether he paid Federal and state taxes on income he received from Bureau for his services. If such taxes have not been paid, obtain all pertinent details and promptly submit recommendations for handling situation.
7. Stipulation re payments made to witnesses
- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, Bureau must furnish Department set of photostats of original receipts signed by prospective witnesses. Original receipts and set of photostats will be transmitted to field office in whose territory trial will take place. Office handling prosecution must determine from Government attorney which individuals are to be used as witnesses. Thereafter office should furnish and/or cause other appropriate offices to furnish to Bureau following information:

- (4) Number of statements submitted  
Combine total number of oral and written statements submitted and show only total number.
  - (5) Stability and reliability  
Check positive box if informant is considered stable and reliable. If not or if there are any personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or any other similar problems presented by informant, check negative box and explain under "Miscellaneous."
  - (6) Indoctrination against disclosure  
If informant has been indoctrinated against disclosure, check positive box.
  - (7) Percentage of information verified  
Show percentage of information furnished by informant which has been verified through other sources.
  - (8) All necessary action taken on information furnished  
If all action has been taken, check positive box. If not, check negative box and explain under "Miscellaneous."
  - (9) Summary of information furnished  
This summary should be concise, highlighting more pertinent information furnished by informant. Do not attempt to summarize all information furnished by informant.
  - (10) Miscellaneous  
Furnish any change in informant's residence and employment [by secure teletype (nitel)], steps being taken to advance informant, and any other pertinent information which should be brought to Bureau's attention. Include statement that source has been advised that all payments of money made to him for services rendered must be declared as income on his tax return and has agreed to do so.
- c. When payment to informant has been authorized for definite period of time, advise Bureau at least two weeks in advance of expiration of period as to whether services of informant are to be continued.
  - d. Every six months submit FD-401 to Bureau requesting continuation of payments. Follow instructions set forth in item 3b, above.
  - e. Submit letters requesting authority to continue (increase, decrease) payments to an informant in duplicate except that copy should consist only of first page of letter. When payments are approved, single-page copy will be stamped "Approved" at Bureau and returned. If recommendation is not approved, field will be advised by separate communication.
  - f. When payments are authorized by Bureau, it is personal responsibility of each SAC definitely to assure that full value is being received.
  - g. Discontinuance of payments  
If at any time it appears information being produced by informant is not commensurate with payments made to him, immediately discontinue payments or adjust accordingly and promptly advise Bureau.
  - h. If any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.
4. Six-month evaluation of informants not paid on Bureau authority  
If informant is not being paid on Bureau authorization, FD-401 must be transmitted to Bureau every six months after date of designation containing same information set out in item 3b, above, except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth UACB. In espionage and foreign nationality cases, comment is necessary regarding only applicable items.
  5. Receipts  
When payments are made either on SAC authority or prior Bureau approval, obtain receipts in every instance in which it is possible to do so. If receipt cannot be obtained for particular payment, set forth complete circumstances on blue slip at time reimbursement is claimed.

[ nothing transpired of potential prosecutive value with respect to the individual, FD-306 should list the substantive case file number or should list subject's name and it will not be necessary to staple a copy of the informant's statement to FD-306.] When informant's statement contains references to large number of individuals and/or organizations, and exceeds two pages, consider channelizing to substantive case file only those portions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's subfile. This procedure should be employed unless logical reason dictates otherwise. When preparing lengthy channelizing memoranda reporting material of interest to other offices, limit the number of copies prepared for each other such office to two. Clearly indicate next to the name of the receiving office, the number of the page containing information pertinent to that office and note on cover page that distribution of material to the receiving field office files is left to discretion of the receiving office. If the channelizing memorandum includes names of individuals who merely attended a meeting or gathering and played no important role, the reporting office is to attach to the channelizing memorandum a one-page memorandum listing the names of all individuals who were merely in attendance and had no important function. The preparation and distribution of the additional copies of the one-page attachment are left to the discretion of the receiving office.

- g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

2. Recording written and oral information

a. Written by informant

- (1) May be in handwriting or hand printing of informant or typed.
- (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
- (3) Prepare on paper devoid of any Bureau markings or identification.
- (4) Date when informant prepares statement should be placed at top of statement.
- (5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.
- (6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.
- (7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.
- (8) Agents' names should never appear on any page.
- (9) Informant should refer to himself in body of statement by his true name and use third person.
- (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.
- (11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.
- (12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:
  - (a) Any reference concerning Director and Bureau
  - (b) References to other documents and statements submitted by informant

10. Transfer of informants to other areas
  - a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
  - b. Keep in mind overall coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, encourage him to do so in order to provide wider coverage for Bureau's work.
11. Action by informant when uncovered
  - a. If informant is uncovered by subversive elements, instruct him to defend himself vigorously and demand proof of his informant activity.
  - b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse issue to point where his services may not be lost.
  - c. In some cases it may be necessary for informant to acquiesce to charges of deviation from strict discipline of organization involved, and thus cast off suspicion.
12. Requests of informant to help defend others
  - a. If requested by Communist Party, or other interested parties to assist in preparation of defense in subversive-type cases or handle assignment where such information is readily available, informant should tactfully decline.
  - b. Such requests should be reported immediately to contacting Agent and made matter of record.
  - c. If informant cannot avoid becoming involved, instruct him not to report any information pertaining to defense plans or strategy.
  - d. Promptly report any such incident to Bureau.
  - e. If an informant is present in conversation between an attorney and individual under criminal indictment, he should immediately leave. If he is unable to do so and inadvertently learns of defense plans or strategy, he is not to report the substance of any such conversation to the FBI. Additionally, the informant is not to engage in or report the substance of a conversation with a criminal defendant dealing with the offense for which the defendant is under indictment.
13. Preparation for testifying
 

Contacting Agent must condition informant to fact that someday knowledge he possesses may be needed as evidence in court. Psychologically prepare informant for fact that he may at future date be called upon to testify to information he has furnished on security matters. Proper indoctrination of informant is essential as Bureau must provide witnesses whenever Department initiates prosecutions in security cases.

#### G. INFORMANTS' INFORMATION

1. General instructions re oral and written information
  - a. These instructions apply to security informants, potential security informants, panel sources, security confidential sources, and security sources of information.
  - b. Specific instructions must be given to informants concerning preparation of statements containing their information.
  - c. They should be submitted as quickly as possible after meeting or activity.
  - d. Written statements should be submitted when possible. In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)
  - e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
  - f. All information furnished by informants must be promptly reviewed, recorded, indexed, evaluated, channelized, and all necessary action taken. Form FD-306 may be used in lieu of channelizing memorandum if desired. If so, prepare copies of FD-306 as needed for channelizing and staple one copy to each copy of informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies. [In those instances in which an informant reports that an individual attended a meeting but took no active part therein and/or

- d. Flash notice is to be placed by field with Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.
  - e. When informant is discontinued, retain flash notice for one year. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.
7. Control - statement of cooperation
- a. Close control must be exercised over activities of informants and double agents to obtain maximum results and prevent any possible embarrassment to Bureau.
  - b. Obtain signed statement set out below when feasible and practical. Where it is not practical to secure such signed statement from an informant or double agent, advise Bureau of complete details. SAC and Agent handling informant or double agent should determine appropriate time in informant's operation when statement should be completed.

I, \_\_\_\_\_, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) \_\_\_\_\_

Witnessed: \_\_\_\_\_

8. Execution of party questionnaires
- Informants, particularly in Communist Party, often must execute party questionnaires and in doing so should be instructed to be extremely careful not to jeopardize their position as informants. If necessary, each item in questionnaire should be discussed with informant.
9. Informant's activity in organizations
- a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.
  - b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.
  - c. Changes in organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of motivation behind such changes, but be certain opinions are labeled as such.
  - d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but in such manner as to avoid suspicion.

## 4. Contacts by Agents

- a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
- b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
- c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
- d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
- e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
- f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
- g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
- h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
- i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
- j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.

## 5. Checking reliability

- a. Reliability of all active informants must be constantly checked.
- b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

## 6. Fingerprints

- a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
- b. If informant refuses, do not force issue.
- c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

4. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

#### E. BUREAU POLICY

1. Development of military personnel  
Do not develop informants among [active duty] military personnel.
2. Contacts by designated Agents  
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant  
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity  
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.
5. All informants and sources are to be debriefed on at least a monthly basis regarding their knowledge of narcotics activities.

#### F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship  
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background  
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability  
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

Security Informant" shall not appear.

#### J. INDICES

##### 1. Alphabetical name index and symbol number index

Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice

###### a. Alphabetical name index

In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.

###### b. Symbol number index

This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.

###### c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.

###### d. Index cards

Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

Symbol:  
(Informant, potential  
informant, or confidential  
source)

File No:

Name:

###### e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.

##### 2. Index entitled "Informants and Sources in Other Divisions"

###### a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.

###### b. If such index maintained, separate index card is to be prepared on each informant and source included.

###### c. Cards should contain brief background data and identity of Bureau communication showing background data.

###### d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.

##### 3. Agents' informative index

###### a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.

###### b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.

###### c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.

###### d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.

###### e. [Deleted.]

###### f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.

###### g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.

###### h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.

###### i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.



## H. SYMBOLS

## 1. Assigning numbers

- a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
- b. A symbol number designation should be afforded to all individuals from the time any step (generally the opening of an informant or source file) is taken to develop them as sources or informants.  
[Upon assigning a symbol number, Bureau should be immediately advised by secure teletype of the symbol number, informant's true name, available background information, and cover name, if assigned, for indexing purposes.]
- c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
- d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
- e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "CS" for confidential source.
- f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to extremist, etc.), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY 000-E).
- g. An asterisk should not be used to designate certain highly sensitive informants or investigative techniques. Do not include asterisk in reporting information from such sources.

## 2. Communications - use of symbols

- a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
- b. In all communications after initial [one,] Bureau and field office file numbers for informant must be set forth.
- c. In communications between offices, follow same procedure.
- d. Informants and sources entering another division
  - (1) Active informants and sources entering another division on temporary basis should be referred to in initial secure teletype to interested office by true name and symbol number if necessary for other division to know identity. Such a teletype should not be routed to a Resident Agency. Office receiving such teletype should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
  - (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
  - (3) If informant is transferred to another office and remains active, his identity must still be protected.
- e. In communications concerning potential security informant when a symbol number is not used, name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
- f. Captions of communications concerning informants and sources should contain a precise character designation to identify the organization with which they are most closely associated or on which they are most capable of furnishing information (i.e., Security Matter - Students for a Democratic Society or SM - SDS, Security Matter - Young Socialist Alliance or SM - YSA, Security Matter - Communist or SM - C, etc.). In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

## I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential

## Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

## R. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
  - c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
  - d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY 000-S.
  - e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, extremist, and criminal informants.

## 3. Index

- a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
- b. Duplicate confidential source cards may be maintained with criminal informant, extremist informant, and security informant index where logical.

## 4. Files

When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.

## 5. Utilization

- a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
- b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
- c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
- d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, arrest and service record, if any
  - (2) Details of expected cooperation of individual and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
  - (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
- b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.
- c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.

## 7. Gifts

Gifts should not be given to sources.

## 8. Discontinuance

Advise Bureau of date when source is discontinued and reasons.

## S. PANEL SOURCES

## 1. Definition

See page 3 of this section.

## 2. Background investigation and approval

- a. Check prospective panel source through office indices, canvass logical informants, review appropriate arrest and military records.

tions of statement which apply to particular individual or organization. Of course, entire statement should be filed in informant's sub-file. This procedure should be employed unless logical reason dictates otherwise. [When preparing lengthy channelizing memoranda reporting material of interest to other offices, limit the number of copies prepared for each other such office to two. Clearly indicate next to the name of the receiving office, the number of the page containing information pertinent to that office and note on cover page that distribution of material to the receiving field office files is left to discretion of the receiving office. If the channelizing memorandum includes names of individuals who merely attended a meeting or gathering and played no important role, the reporting office is to attach to the channelizing memorandum a one-page memorandum listing the names of all individuals who were merely in attendance and had no important function. The preparation and distribution of the additional copies of the one-page attachment are left to the discretion of the receiving office.]

- g. Prior to any prosecution or administrative hearing, advise trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. Trial attorney will thus be prepared in event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.

2. Recording written and oral information

a. Written by informant

- (1) May be in handwriting or hand printing of informant or typed.
- (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
- (3) Prepare on paper devoid of any Bureau markings or identification.
- (4) Date when informant prepares statement should be placed at top of statement.
- (5) All information obtained by informants regarding each meeting or separate activity in which they engage should be submitted in one statement.
- (6) Informants should include in statements specific dates and places; purpose of meeting or activity being related; identities of speakers and persons present, plus their known status in any group; and specific activity or comments of individuals present.
- (7) Informant should identify statement by affixing his code name immediately under the last written line on each page. Any corrections, erasures, changes, or additions should be identified by informant affixing his code name or initials of his code name.
- (8) Agents' names should never appear on any page.
- (9) Informant should refer to himself in body of statement by his true name and use third person.
- (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., or place any markings whatever thereon.
- (11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on channelizing memorandum containing applicable items set forth on form FD-306.
- (12) Extraneous material should be kept to absolute minimum. Informants should leave out such items as:
  - (a) Any reference concerning Director and Bureau
  - (b) References to other documents and statements submitted by informant

- (c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be furnished orally by informant and recorded in memorandum form for informant file.

b. Furnished orally by informant

- (1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with making of oral statement by informant to Agent. Leave out following items:
  - (a) Any reference concerning Director and Bureau
  - (b) References to other documents and statements submitted by informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent

Such data should be recorded in memorandum for informant file.

- (2) Prepare on paper devoid of Bureau markings or identification.
- (3) Date at top with date informant furnished information. No other date is desired except date of meeting or activity described in body of statement.

- (4) Separate statements should be prepared for each meeting or separate activity in which informants engage and should be dictated by Agent as if informant were preparing them himself.
  - (5) Information, after being reduced to writing, should be read promptly by informant and acknowledged by affixing his code name on each page. In espionage and foreign nationality matters, such authentication is necessary only where future prosecution is possible.
  - (6) After informant authenticates statement, contacting Agent should prepare cover sheet, form FD-306, which should be stapled to it. Thereafter statement should be handled as written one.
  - (7) Oral information furnished by informant purely of lead value should be included in office memorandum by Agent and should not be initialed by informant or exhibited to him or treated as evidence.
3. Transmission of information
- a. Statements should be personally delivered to contacting Agent by informants when possible. Careful consideration should be given to full security of all such contacts. They should never be mailed to field office or resident agency. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
  - b. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory. More than one informant may send statements to a post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of postal employees.
  - c. Envelope enclosing statement should have return address of another confidential post office box obtained under fictitious name.
  - d. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for extended period of time.
  - e. When informant receives information of vital and immediate interest, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication.
4. Handling of lead information
- a. All lead information obtained from informant must be run out to logical conclusion.
  - b. If there is insufficient information to warrant opening case, tickler card should be prepared to follow informant and take other logical steps to obtain additional identifying data. Restrict tickler cards to information which would warrant investigation if identity established. If no identification is made after reasonable effort, prepare memorandum for informant's subfile.
5. Handling documentary material furnished by informants
- a. Pamphlets and similar documentary material furnished by informants should have placed thereon informant's code name.
  - b. Informant should affix date he received material. If informant cannot recall date of receipt, date he furnished material should be affixed.
  - c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material.
  - d. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items. See section 107K for filing instructions.

## Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
4. All communications containing information from informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify cases individually by title and character, together with dates of communications containing information.
6. If information was used in reports, corrective letters should be crystal clear and refer to specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by Bureau in accordance with part II, section 4, of Manual of Rules and Regulations. Corrective action should be called to attention of other Bureau offices, outside agencies, and Bureau by letter.
8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
10. If necessary, other field offices which have received information from informant should also be requested to submit summary letters showing what corrections have been made.
11. All information from informant must be correctly labeled and great care must be taken to see that this is done.
12. Occasionally, ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was informant. It is not necessary to go back and change evaluation of information attributed to that individual in absence of definite indication that informant furnished unreliable information while he was informant.
13. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.

## R. CONFIDENTIAL SOURCES

1. Definition  
See page 3 of this section.
2. Assignment of symbols
  - a. A symbol number should be assigned from the time any step is taken to develop an individual as a confidential source.
  - b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning symbol number, and brief statement concerning type of information furnished.
  - c. Abbreviation "CS" may be used in intra-Bureau communications for confidential source; e.g., "Richard Roe, CS." Communications relating to espionage and foreign nationality matters should in addition have a character indicating country involved; e.g., IS - R.
  - d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY 000-S.
  - e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, extremist, and criminal informants.

## 3. Index

- a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
- b. Duplicate confidential source cards may be maintained with criminal informant, [extremist] informant, and security informant index where logical.

## 4. Files

When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.

## 5. Utilization

- a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
- b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
- c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
- d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of expected cooperation of individual and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
  - (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
- b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must [certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
- c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.

## 7. Gifts

Gifts should not be given to sources.

## 8. Discontinuance

Advise Bureau of date when source is discontinued and reasons.

## S. PANEL SOURCES

## 1. Definition

See page 3 of this section.

## 2. Background investigation and approval

- a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records. Limit credit check of individual to identifying information only (name, address, former address, employment, former employment).



## [A. DEFINITIONS

1. Security informant  
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant  
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent  
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source  
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source  
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

## [B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
  - a. Complainants or other persons interviewed in security matters
  - b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - c. Personal friends and contacts of Bureau employees
  - d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

## [C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants

3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check of local credit and arrest records. [Limit credit check of individual to identifying information only (name, address, former address, employment, former employment.)] Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

#### D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. Submit by secure teletype (usually Nitel). Be brief and concise. Do not submit on UACB basis. Include physical description.
  - a. If the individual is a student, include separate paragraph clearly setting forth the number of extremist and/or security informants, the number of potential extremist and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
  - a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
  - b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
  - c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
  - d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.

- e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.
- 3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups and there will be no embarrassment to Bureau.

## Q. CORRECTIVE ACTION ON FALSE INFORMATION

1. When it is determined that informant or ex-informant furnished false information while informant, promptly advise Bureau of complete facts.
2. Set forth your suggestion relative to wording to be used in describing informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with review of all data furnished by individual and label information from him accordingly.
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8. Instruct each interested Bureau office which has made further dissemination of information to follow instructions set forth above.
9. Set up control file regarding this corrective action, and upon completion of same submit to Bureau final letter under informant's caption identifying each case by title, character, Bureau file, where known, and date of communication. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken.
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  - d. When permanent symbol has been assigned to confidential source, abbreviation "CS" is to appear before symbol number; e.g., CS NY 000-S.
  - e. Numbers assigned to confidential sources are to be taken from series of numbers used for security, extremist, and criminal informants.

## 3. Index

- a. Prepare index cards on form FD-348 and file as adjunct to criminal informant, extremist informant, or security informant index, depending on type information furnished.
- b. Duplicate confidential source cards may be maintained with criminal informant, racial informant, and security informant index where logical.

## 4. Files

When active investigation is initiated relative to prospective confidential source, open 134 file (or 137 for criminal sources) and maintain as pending until efforts to develop individual are discontinued.

## 5. Utilization

- a. If confidential source is to be used in security investigations, secure Bureau approval, and furnish background data of same type required for potential security informants.
- b. Except in espionage and foreign nationality matters in which frequency of contact is dependent upon circumstances, contact confidential sources on whom pending files are maintained at least once every two weeks. Such contacts may be posted.
- c. Contacts should only be made by Agent or Agents specifically designated for that purpose.
- d. Letter to Bureau requesting authority to use subject as confidential source is to set out clearly:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of expected cooperation of individual and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered confidential source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. In addition, statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with labor union he will be advised of Bureau policy on labor matters.
  - (4) One copy of letter requesting authority should consist only of first page. If request is approved at Bureau, stamped notation to this effect will be placed on single-page copy and it will be returned to field.

## 6. Security confidential sources - certification of stability and payments

- a. Every six months submit FD-401 to Bureau requesting continuation of payments. See subsection L, item 3b, above.
- b. If source is not being paid on Bureau authorization or if he is not employee of foreign diplomatic establishment or an international organization and is being used regularly, Agent handling must [certify stability and reliability by executing statement on this point contained on FD-209 used to record contact. Certification must be made at intervals of no longer than six months.]
- c. If source is employed by foreign diplomatic establishments (embassy, consulate, United Nations Mission, etc.) or by international organization (United Nations Secretariat, Organization of American States, International Monetary Fund, etc.), submit FD-401 to Bureau every six months.

## 7. Gifts

Gifts should not be given to sources.

## 8. Discontinuance

Advise Bureau of date when source is discontinued and reasons.

## S. PANEL SOURCES

## 1. Definition

See page 3 of this section.

## 2. Background investigation and approval

- a. Check prospective panel source through office indices, canvass logical informants, review appropriate credit, arrest, and military records. [Limit credit check of individual to identifying information only (name, address, former address, employment, former employment).]

- b. If no pertinent derogatory information is developed, initial contact may be made with prospective panel source to ascertain cooperativeness; however, in regard to individuals associated with educational institutions, be guided by current instructions concerning investigations on campuses.
- c. Submit letter to Bureau requesting authority to use individual as a panel source and set out:
  - (1) Results of background investigation and data as to date and place of birth, citizenship status if foreign born, residence and employment addresses
  - (2) Details of expected area of activity of individual as panel source and results of any interviews conducted with him
  - (3) Statement to effect subject is being considered panel source and will be advised he is not Bureau employee and of confidential nature of his relationship with Bureau. Also, statement should be made that you will be alert to be certain subject is not a plant and, if connected with labor union or educational institution, he will be advised of Bureau policy on such matters.
  - (4) One copy of letter should consist only of first page. If approved at Bureau, stamped notation indicating Bureau approval will be placed on single-page copy and it will be returned to field.

### 3. Administrative handling

- a. Follow same procedure in handling, processing, and reporting data and material furnished by panel sources as afforded security informants.
- b. Handle payments for legitimate expenses incurred and services rendered in same manner as security informants. Gifts should not be given to panel sources.
- c. Open 134 file when active investigation of prospective panel source initiated. Close file administratively if panelist is not contacted regularly. Note contacts with panelists in their respective files.
- d. Only Agents designated in particular case should contact panelists.
- e. Every six months submit FD-401 to Bureau requesting continuation of payments to panel source. If source not paid on Bureau authorization, Agent handling prepare memorandum to SAC for file containing certification as to stability and reliability.
- f. A symbol number should be assigned from the time any step is taken to develop an individual as a panel source. Use abbreviation "PS" before symbol number, e.g., PS NY 000-S.
- g. Designate, where practicable, coordinating Agent to maintain current roster of panel sources and scheduled organization activities, who will notify Agents handling individual panelists of organizational functions to be covered. Coordinating Agent should receive notice of coming events from Agents handling organizations, informants, and publications.
- h. Advise Bureau of date panel source is discontinued and reasons.

### T. DOUBLE AGENT OPERATIONS

- 1. Passage of information
  - a. In double agent operations information requested by principals is frequently passed either to build up double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that net gain accrues to U. S.
  - c. Information passed should be carefully handled and logical explanations created for its acquisition by double agent.
- 2. Locating information to pass
  - Where possible field office handling double agent should locate appropriate information; however, Bureau can assist in fulfilling requests for information in possession of other Government agencies.
- 3. Obtaining Bureau authority
  - Bureau authority must be obtained to pass any information in double agent operation except:
  - a. Newspaper or magazine article

- b. Pamphlets, brochures, etc., prepared by private company for distribution or sale to public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use and not intended for release to public.)
- 4. Retention of copies of passed material
  - a. True copies should be retained by office of origin of any documents or material related to national defense which is passed.
  - b. Such material should be appropriately identified by double agent. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with its passage.
  - c. Similar action should be taken regarding material which is passed which is considered evidentiary although not clearly related to national defense.
  - d. It is not necessary to retain copies of buildup material obviously not evidentiary in nature where copies can be obtained at later date from Government agency or private concern having custody.
- 5. Handling money and property received by double agents
  - a. Double agents must turn over to Bureau any money or property received from their principals in connection with double agent intelligence operation. This should be made clear to double agent at inception of operation (consider obtaining signed statement to this effect). Exceptions must be specifically approved by Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to Bureau.
  - b. Any money or property received by double agent from his principal represents possible evidence and double agent should execute statement describing money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. Statement should be signed by double agent's code name.
  - c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
  - d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in event testimony is later necessary.

#### U. UTILIZATION OF INFORMANTS AND SOURCES AT INSTITUTIONS OF LEARNING

- 1. Use of students
  - a. Students under age of 18 years are not to be developed as security informants, potential security informants, or other types of security sources in other than highly unusual circumstances. Under such circumstances, furnish complete justification to Bureau.
  - b. Upon initial contact with prospective student informant or source, individual should be tactfully requested to execute a brief signed written statement for field file setting forth that this individual has voluntarily come forward to furnish information to FBI because of his concern over individuals or groups that may be inimical to interests of U. S. Government and that he understands FBI has no interest in legitimate institution or campus activities.
- 2. Quarterly letters
  - a. On January 1, April 1, July 1, and October 1, submit quarterly letters on each student and teacher authorized by Bureau for contact as security informant, potential security informant, or other sources (including panel sources). Include following:
    - (1) Specific productivity
    - (2) Specific information furnished not otherwise available from public source material or other office sources off campus
    - (3) Frequency of contact
  - b. Quarterly letters on all [extremist] and security informants or sources should be jointly transmitted to Bureau by cover letter captioned "Utilization of Informants and Sources at Institutions of Learning." Include following in cover letter:
    - (1) Number of informants, potential informants, and other sources active and under development at each educational institution affected
    - (2) An overall analysis of coverage afforded by campus informants and sources

## [A. DEFINITIONS

1. Security informant  
Individual actively engaged in obtaining and furnishing current information on security or intelligence matters exclusively for Bureau whose identity must be protected. Such person should be member or attend meetings of subversive organization, or be in such position relative to subversive organization that he is able to provide current information of value.
2. Potential security informant  
Individual in position to become active in or closely connected with subversive organization or intelligence activities and is making affirmative effort to obtain and furnish current information to Bureau.
3. Double agent  
Person cooperating with, receiving assignments from, and performing tasks for both foreign intelligence service and Bureau under FBI guidance
4. Confidential source  
Individual who on confidential basis furnishes information available through his present position. Examples would be: bankers and telephone company employees. These individuals make no concerted effort in behalf of Bureau but furnish information readily available to them.
5. Panel source  
Individual who is not involved in subversive group but who will attend its public gatherings in behalf of FBI for intelligence purposes or as potential witness

## [B. SOURCES OF POTENTIAL INFORMANTS

Informants should be developed on all organizations and individuals that are inimical to internal security. Informants may be obtained through alertness in course of normal investigative activity. Live informant coverage depends for most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, following is suggested:

1. Evaluation of
  - a. Complainants or other persons interviewed in security matters
  - b. Subjects of security investigations who show disaffection, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - c. Personal friends and contacts of Bureau employees
  - d. Sources of information, confidential sources, and contacts
2. Review of closed security files, reserve index, and files of former security informants
3. Review factionalism section of file on Communist Party, USA.
4. Consultation with present informants regarding indications of disaffection on part of subversive group members. They should not be informed as to purpose of inquiry.
5. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings

## [C. BACKGROUND INQUIRIES ON INDIVIDUALS BEING CONSIDERED FOR INFORMANT PURPOSES

When decision is made to consider an individual for informant purposes, conduct background investigation. Extensive background investigation should not be conducted until individual has been interviewed and it has been determined he is willing to assist Bureau. Obtain prior Bureau authority to interview whenever restrictions imposed in section 87, volume III, and section 105, volume IV, of this manual, relative to interviews apply. Background investigation should include:

1. Check of field office files
2. Discreet canvass of logical informants



3. Inquiries of discreet nature concerning individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Investigation must definitely establish that individual can be used without danger of future embarrassment due to instability or unreliability. Securing background information from individual is not sufficient; his background must be established by investigation, including discreet inquiries among persons personally acquainted with him.
4. Check of local credit and arrest records. Submit FD-165 to Identification Division to obtain any record he may have and to place stop against fingerprints if on file.
5. Review armed services record if applicable.
6. Check draft status or status in armed forces reserve.
7. Check domestic status and, if any marital difficulties, obtain details.
8. Persons being considered for use in espionage and foreign nationality cases may present special problems which limit scope of investigation. (See instructions re contact cases and deseco program, section 105, volume IV, of this manual.) However, where practical, cover above items.

Leads must be handled by auxiliary offices within 30 days. Investigation must be completed prior to any request to guide, direct, or designate individual as potential security informant.

#### D. APPROVAL, INDOCTRINATION, AND DEVELOPMENT OF POTENTIAL INFORMANTS

1. When background information obtained, transmit results to Bureau in same numerical sequence set out in subsection C, and request authority to designate individual as Bureau-approved potential security informant and to proceed with development. [Submit by secure teletype (usually Nitel). Be brief and concise.] Do not submit on UACB basis. Include physical description.
  - a. If the individual is a student, include separate paragraph clearly setting forth the number of [extremist] and/or security informants, the number of potential [extremist] and/or potential security informants, and the number of panel sources currently being operated at the particular college or university to which the request pertains.
2. After designation as Bureau-approved potential security informant, following matters should be made clear to him:
  - a. His assistance is strictly voluntary and he is to understand there is no coercion or intimidation involved.
  - b. He is not and cannot consider himself employee or "undercover Agent" of FBI. Seriousness of violating impersonation statutes must be impressed upon him.
  - c. His cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence, he should so advise. There should be no doubt left in mind of potential informant that his relationship must remain on confidential basis and if he violates confidence he will be of no value and by so doing Bureau's investigative activity may be jeopardized. If he has special problem which would require revealing his assistance to his wife or other pertinent individual, this should be ascertained and appropriate recommendation made to Bureau.
  - d. If potential informant is connected in any manner with labor union, inform him that Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on infiltration of unions by subversive elements.
  - e. If potential informant is student, teacher, or has any similar relations with school, college, or university, in initial interview and subsequent handling, follow current instructions concerning investigations on campuses.
3. Do not interview female potential informants in their homes or apartments unless necessary and any such interviews should be conducted by two Agents after specific approval of superior in field office responsible for development of informants. This instruction is not applicable where active investigation has established that potential informant is of good character, there is no indication of affiliation with subversive groups and there will be no embarrassment to Bureau.

4. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on circumstances, contact potential informants personally at least once every two weeks.
5. Advise Bureau of progress being made at least every six months. Submit letters (FD-401) concerning potential informants who are not being paid on Bureau authorization on UACB basis; include summary of information furnished during past six months and certifications regarding stability and indoctrination against disclosure. Follow form indicated under § 107L, item 3b, below, except those items concerning payments.
6. Post record of all contacts with potential informants.
7. During contacts with potential informants, if it develops individual does not have necessary capabilities, discontinue efforts.
8. Informants may raise a question concerning their position if it becomes known publicly they are affiliated with subversive organization. In such case, he may be told that his cooperation is matter of record in FBI and if some question arises concerning his loyalty we will consider making facts of his cooperation known to his employer or to responsible individuals. Before taking steps to advise anyone of potential informant's or informant's cooperation, obtain Bureau authority.
9. From first interview with potential informant through development and until discontinued, use extreme caution at all times to be certain he is not a plant.
10. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence. Individual's background must be thoroughly reviewed at this time, keeping in mind possibility of using informant as witness. If individual has any weaknesses, set forth safeguards being followed to insure security and prevent embarrassment to Bureau.

#### E. BUREAU POLICY

1. Development of military personnel  
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by Bureau.
2. Contacts by designated Agents  
Contacts with informant or potential informant should only be made by Agent or Agents specifically designated to contact him.
3. Divulging information to informant  
No information should be divulged to potential informant or informant concerning any of Bureau's investigative activity other than that which is essential to his proper operation.
4. Recording investigative activity  
All investigative activity must be made matter of record in field office files with all sources of information being completely identified. Agents must not have and use informants known only to individual Agents personally.

#### F. INDOCTRINATION, DIRECTION, AND CONTROL OF INFORMANTS

1. Caution against divulging relationship  
During initial development and consistently thereafter, impress upon informant absolute necessity that he refrain from divulging his relationship with Bureau. These instructions must be properly phrased to prevent possibility of Bureau's being accused of attempting to impose censorship.
2. Developing additional background  
During development of informant, additional data concerning his background should be continuously obtained from informant. Be alert for data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk.
3. Indications of instability  
Immediately furnish details of any indications of instability to Bureau, with recommendations as to informant's continuance and comments as to any steps being taken to prevent embarrassment to Bureau.

## 4. Contacts by Agents

- a. Except in espionage and foreign nationality matters where frequency of contact is dependent on circumstances, informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks. If such frequent contacts cannot be established, obtain specific Bureau authority for exception to this requirement.
- b. During each contact, carefully review informant's activities since previous contact and make certain informant has furnished all information which he has obtained since last contact.
- c. Contacting Agent should not only collect information but direct informant, be aware of his activities, and maintain such close relationship that he knows informant's attitude towards Bureau. Good judgment must prevail in handling informant to see he does not become too familiar with Agent. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.
- d. Arrangements for paying informant or personally contacting him must be specific and no doubt should be left in minds of either Agent or informant as to methods of payment, amount, place, and time.
- e. Informants should use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants nonpublished office telephone number for emergency communication. This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.
- f. Positive information received from informant should be subject of written statement by informant or memorandum prepared by contacting Agent to be placed in informant's subfile and appropriately channelized.
- g. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
- h. Dates of negative contacts and file numbers of cases involved must appear in informant's administrative file. Where file has more than one subject, name of subject under inquiry should be noted. Do not set forth title of case involved.
- i. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
- j. Alternate Agent should be designated for contacts with informant and should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent where necessary.

## 5. Checking reliability

- a. Reliability of all active informants must be constantly checked.
- b. Give consideration to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.

## 6. Fingerprints

- a. After informant has been developed and unless some reason to contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
- b. If informant refuses, do not force issue.
- c. Forward informant's fingerprints as enclosure to FD-165 using applicant-type fingerprint card, form FD-258, fully executed. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.

Security Informant" shall not appear.

#### J. INDICES

##### 1. Alphabetical name index and symbol number index

Are to be kept by SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice

###### a. Alphabetical name index

In all offices maintain card index showing true identities of all security informants, potential security informants, and security confidential sources. This is to be known as alphabetical name index. File cards in alphabetical order.

###### b. Symbol number index

This index shall contain card for each individual to whom symbol number has been assigned. File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind numerical symbol index.

###### c. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by official having custody of cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of activities and type of information he furnishes.

###### d. Index cards

Index cards (FD-348) shall be executed for alphabetical name index and symbol number index. Execute only following items:

Symbol:  
(Informant, potential  
informant, or confidential  
source)

File No:

Name:

###### e. Contacts with informants should not be posted on index cards since this information is shown in informant's administrative file.

##### 2. Index entitled "Informants and Sources in Other Divisions"

###### a. A separate index may be maintained for use of Agents on informants and sources in other divisions who may be available for assistance.

###### b. If such index maintained, separate index card is to be prepared on each informant and source included.

###### c. Cards should contain brief background data and identity of Bureau communication showing background data.

###### d. File cards alphabetically by name and/or symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.

##### 3. Agents' informative index

###### a. An Agents' informative index may be maintained by same official as set out in item 1, above, for use of Agents on type of informant coverage in division.

###### b. File cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.

###### c. Behind each geographical location, place guide card indicating type of information which can be furnished, such as Communist Party, Polish Activity, etc.

###### d. On guide card set forth symbol numbers of informants and confidential sources who can provide coverage.

###### e. [Deleted.]

###### f. When individual can provide more than one type of information, set forth his symbol or identity on as many guide cards as applicable.

###### g. Guide cards should show above data and it is permissible to place alongside name or symbol number names of contacting Agents.

###### h. Also, symbol numbers of informants who move outside division and who still may be excellent sources regarding past activities may be set forth on guide cards.

###### i. Names or symbol numbers of individuals contained in index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on appropriate guide cards in this index.

SECTION 107. SECURITY INFORMANTS AND CONFIDENTIAL SOURCES. 107E-I-J

H. SYMBOLS

1. Assigning numbers

- a. All informants should be designated by permanent symbol number of which Bureau must be advised. Once number assigned, it must not be subsequently reassigned to any other informant or source.
- b. [A symbol number designation should be afforded to all individuals from the time any step (generally the opening of an informant or source file) is taken to develop them as sources or informants.]
- c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
- d. Cover name should be used by informant in signing his statements and in communications between informant and field office. Advise Bureau of cover name.
- e. Prefix of symbol number consists of appropriate field office teletype abbreviation. Suffix of symbol number will consist of letter "S" for security informant; letters "PSI" for potential security informant; letters "CS" for confidential source.
- f. Although source may subsequently furnish information requiring change in designation (e.g., from security to criminal or to [extremist, etc.]), number previously assigned will remain same; however, suffix is to be changed to appropriate letter or letters indicating this change (NY 000-S to NY 000-C or to NY [000-E].)
- [g. [An asterisk should not be used to designate certain highly sensitive informants or investigative techniques. Do not include asterisk in reporting information from such sources.]

2. Communications - use of symbols

- a. After Bureau is advised of permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
- b. In all communications after initial letter, Bureau and field office file numbers for informant must be set forth.
- c. In communications between offices, follow same procedure.
- d. Informants and sources entering another division
  - (1) Active informants and sources entering another division on temporary basis should be referred to in initial [secure teletype] to interested office by true name and symbol number if necessary for other division to know identity. [Such a teletype should not be routed to a Resident Agency.] Office receiving such [teletype] should make appropriate index cards for "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
  - (2) Individuals who leave division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name used in all administrative correspondence.
  - (3) If informant is transferred to another office and remains active, his identity must still be protected.
- e. In communications concerning potential security informant when a symbol number is not [used,] name of potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
- f. [Captions of communications concerning informants and sources should contain a precise character designation to identify the organization with which they are most closely associated or on which they are most capable of furnishing information (i.e., Security Matter - Students for a Democratic Society or SM - SDS, Security Matter - Young Socialist Alliance or SM - YSA, Security Matter - Communist or SM - C, etc.).] In espionage and foreign nationality matters, caption of communication should also show character and country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing at Bureau.

I. INDEXING

True names and aliases of all informants, as well as cover name assigned, shall be indexed in general office indices as any other name. Index cards should show file number of informant, but such terms as "Informant" or "Potential

PART II

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[W. FOREIGN COUNTERINTELLIGENCE (FCI) ASSETS

This subsection deals with the development and operation of human assets, a field referred to as Human Intelligence or HUMINT. FCI assets are to be handled exclusively under this subsection, except for the administrative instructions pertaining to informant indices, and monthly statistical letters, set out in Part I; such exceptions are noted herein.

1. Definitions

FCI assets fall into two categories: informative assets and operational assets.

a. Informative assets (IA)

Individuals in position to furnish continuing information relative to the location, overt activities, and personalities of the targets of FBI investigations, e.g., doorman, garage attendant, neighbor, tradesman, rental agent, building superintendent, fellow employee, social contact, business contact, banker, ethnic community source, etc.; or individuals who have left or openly defected from a foreign country and can furnish information of intelligence value. An IA is not actively involved in an intelligence operation as such; should he become so involved he then could become an OA.

b. Operational assets (OA)

Individual actively involved in intelligence operations.

This category includes but is not limited to the following individuals:

Defector-in-place: A foreign official who overtly continues to work for his government and covertly provides information to us of intelligence value. A defector-in-place will in most instances be connected with a foreign government's intelligence service;

Double agent: An OA who is cooperating with a foreign intelligence service on our behalf and under our control;

Asset under development: Individuals selected for their apparent attractiveness to foreign intelligence services whom we attempt to put in contact with such services for operational exploitation, sometimes known as a "dangle operation"; or individuals already in contact with a foreign intelligence service who have an immediate potential for development into double agents.

Adoption of the generic term OA does not preclude use of the specific terms, e.g., double agent, where applicable, in official communications.

2. Objectives of OA

a. Penetration

Penetration of legal and illegal networks, identification of intelligence personnel and targets; collection of information regarding methods of operations; collection of positive intelligence.

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- b. Control
    - of information foreign intelligence services obtain;
    - of recruitment, by creating Bureau-controlled OAs;
    - of foreign operations, by keeping foreign intelligence services occupied handling our OAs.
  - c. Collection of evidence for prosecution
  - d. Deception (Disinformation)
    - Passing inaccurate or accurate information designed to cause foreign intelligence services to draw conclusions or initiate action to their disadvantage and/or to U. S. advantage.
  - e. Neutralization: to provide basis for persona non grata (PNG) action, exclusion, arrest or other disruptive action.
  - f. Collection by OA of personality characteristics data on foreign officials for purpose of defection analysis.
3. Individuals to be considered as OAs
- a. Foreign officials in a position to furnish information of intelligence value. An intelligence officer (IO) is, of course, the most valuable OA. An official who is not an IO, while of lesser value, is still a highly desirable OA because of the positive intelligence and information on the personalities and activities of other officials that he can provide.
  - b. Agents of foreign intelligence services. When these individuals are identified, and the prospect and value of recruiting them outweighs any prosecutive potential, they should be seriously considered for development as OAs.
  - c. Contacts of foreign officials. When contacts of foreign officials are identified as being of interest to a foreign intelligence service, we should attempt to enlist their cooperation and direct them against that intelligence service.
  - d. Individuals who are particularly attractive to a foreign intelligence service. Our objective is to determine the specific interests of foreign intelligence services or individual IOs, and to then recruit asset(s) who would appear to that service or IO to satisfy their needs. Such assets must have potential for operation within a reasonably expected period of time.
  - e. Former assets who currently offer potential for exploitation.
4. Restrictions
- FBIHQ authority is required prior to conducting detailed background investigation of any of the following individuals as an FCI asset, whether IA or OA. Of course, some investigation must initially be conducted, without disclosing our interest, to sufficiently identify the individual and generally assess his potential, so that FBIHQ can conduct a meaningful indices search and make an intelligent evaluation of the risks versus value involved.
- a. Individual under 21 years of age
  - b. Official or employee of the United Nations or other public international organizations of a governmental or quasi-governmental nature
  - c. Official or employee of foreign diplomatic establishment or government

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- d. Faculty member of an institution of learning
- e. Labor leader
- f. Federal, state, or local government official
- g. News media employee
- h. Prominent entertainment figure
- i. Prominent religious figure
- j. Member of the U. S. Military
- k. U. S. Government employee

After FBIHQ authority to conduct detailed background investigation has been received, and investigation completed, FBIHQ authority is also required to conduct initial interview of the above individuals, whether IA or OA.

5. Development of U. S. Military or other U. S. Government Personnel  
Whenever it becomes desirable to develop a member of the U. S. Military or an employee of another Government agency as an FCI asset, FBIHQ notifies the respective military service or agency of our interest. To facilitate this notification the office desiring to develop such an individual should submit to FBIHQ 5 copies of an LHM setting out:
  - a. Proposed asset's name, rank or position, and current place of assignment.
  - b. Area of FBI interest in the asset, in general, and the foreign intelligence service, and official, if known, against which it is anticipated asset will be directed.
  - c. Extent of anticipated coverage to be provided by the asset, i.e., describe the services he will provide.
  - d. The last paragraph of this LHM should read:  
"It is requested that no further dissemination of the foregoing be made without prior reference to FBI Headquarters. If you agree with our contemplated use of the above individual, please return a copy of this memorandum with your acknowledgement."
  - e. Members of the military: estimated time period within which you wish to utilize the asset; desirability that the asset remain in his current area of assignment for a specified period of time. Upon receipt of clearance from the military, FBIHQ will select code name for future use in identifying the asset. This code name will be furnished to military intelligence component at headquarters level and to FBI field divisions. Every 6 months thereafter, as long as the FBI has continuing operational interest in the asset, an LHM captioned with code name should be transmitted to FBIHQ, by routing slip captioned with informant's symbol number. The LHM is to contain a statement that the asset continues to be of operational use to the FBI, and a statement detailing any difficulties encountered in control or direction of the asset or a statement that no such difficulties exist.

NOTE: Generally, the U. S. Armed Forces may not be utilized to enforce the civilian criminal law; however, they may be utilized for foreign counterintelligence purposes. In foreign counterintelligence investigations in which there is a possibility of criminal prosecution, use of military personnel as assets might jeopardize successful prosecution, and all such cases must be discussed in detail with FBIHQ prior to utilization of such military assets.

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6. Development of personnel of foreign diplomatic establishment or international organization  
Whenever it becomes desirable to develop an official or employee of a foreign diplomatic establishment or government, or of a public international organization of a governmental or quasi-governmental nature, who is not a national of a hostile country, e.g., Canadian, Argentinian, or U. S. United Nations Secretariat (UNSEC) employee to target against Soviet-bloc UNSEC employee, FBIHQ asks for authorization from State Department to conduct background investigation. FBIHQ must inform State Department of the proposed asset's name, rank or position, nationality, current place of assignment, and, generally, the type of use we intend to make of the asset. After authorization has been received and background investigation completed, if individual offers asset potential, submit results of background investigation in LHM and in cover communication request authority to interview. FBIHQ will then request authorization from State Department to interview.
7. Development  
The development of assets depends on the individual circumstances of each situation. No rigid procedural steps or contact schedules can be imposed which will uniformly apply to all cases; however, the development should proceed with the objective of obtaining valuable results as quickly as feasible, consistent with maintaining the asset's security, credibility, and confidence, and with developing the asset's potential to its fullest.
8. Opening of asset files  
Open a 134 file for all individuals at the time they are first considered for development as assets. This file should consist of two parts: a main file which will contain all identifying data, results of background investigation, personal status data, and administrative data; and a subfile which will contain at least one copy of all information provided by asset. The asset is not to be identified, beyond his symbol number, in subfile.  
  
Maintain files of all active assets as pending. Utilize FD-238 as unserialized top document in main file.  
  
Assignment and tickler cards must not reflect name of asset; use symbol and/or file number.
9. Maintenance of FCI asset files and indices  
Maintain all FCI asset files, pending and closed, under lock and key under personal supervision of SAC, ASAC, or employee designated by SAC.  
  
Files of FCI assets will be included in calculation of delinquencies in monthly administrative report.  
  
FCI asset indices will be maintained according to the administrative instructions set out under section 107 J, part I, of this manual.

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10. Symbol numbers

Assign a symbol number to all individuals when first considered for development as asset. The symbol number is to consist of two-letter prefix identifying the office, a numerical sequence number (which will never be reassigned to another asset or informant), and suffix which describes the type of asset, e.g., NY 1001-OA (or IA). The numerical sequence is to be the same as that used for all other informants, e.g., potential security informant, security informant, criminal informant, etc. The suffix may change if the nature of the information provided changes, e.g., from IA to OA. Submit identity of asset and symbol number assigned to FBIHQ via coded "Nitell"; this is the only communication ever in which both asset's true name and symbol number are to appear together. Assets must not be informed of their symbol numbers.

11. Captions

In administrative communications dealing solely with asset, indicate in caption the character and the country concerning which the asset is reporting, e.g., NY 1001-OA, IS-R (Russia).

12. Background inquiries and interviews

a. Informative asset

Based on the type of information the IA can provide, the nature and extent of contact with him, and the IA's relationship with the target:

- (1) Conduct sufficient background investigation to satisfy the SAC as to the IA's stability, suitability, reliability, and potential. For example, a more detailed background investigation is required for a social or business contact than for a doorman or building superintendent. A minimal background investigation should include appropriate police and field offices' indices checks.
- (2) Request search of FBIHQ indices.
- (3) Check NCIC.
- (4) Submit FD-165 for search of FBIHQ identification records; make no reference to individual as IA on FD-165. Also utilize FD-165 to place stop.
- (5) Outside of the restrictions set out in 4. above, interview IA prospect on SAC authority.

b. Operational asset

When an individual appears to have OA potential conduct the following background investigation commensurate with OA's security:

- (1) Obtain pertinent data on OA's personal history (date and place of birth, nationality and citizenship, social security number or other identifying numbers, family status, names of immediate family, past and present residences, employments, etc.), and other data such as physical description, patriotism, health, reliability, stability, integrity, reputation, and business connections.
- (2) Check appropriate police and field offices' indices.
- (3) Request search of FBIHQ indices.
- (4) Check NCIC.

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- (5) Submit FD-165 for search of FBIHQ identification records; make no reference to individual as OA on FD-165; and also utilize FD-165 to place stop.
  - (6) If applicable, check armed services records, both at Military Personnel Records Center, St. Louis, Missouri, and at Defense Central Index of Investigations, Ft. Holabird, Maryland.
  - (7) Canvass logical sources, commensurate with OA's security.
  - (8) Upon completion of above investigation submit results to FBIHQ via coded teletype, preferably "Nitel," and interview UACB.
  - c. All leads to auxiliary offices must be sent and replied to, via coded teletype, preferably "Nitel," under caption utilizing asset's true name, followed by "IS-(country)." Do not set out asset's symbol number. Do not send copies of such leads of IAs to FBIHQ. Leads must be covered within 45 days; office of origin notify auxiliary offices of this time limit when setting out leads.
13. Authority to operate assets  
IAs are approved and operated on SAC authority. Inform FBIHQ via coded "Nitel" when SAC approval given, and type of information IA can provide. OAs are approved and operated on FBIHQ authority. After interview of OA submit results of interview via coded "Nitel" requesting FBIHQ approval to operate. Detail OA's potential and your contemplated use of OA.
- In exceptional cases, when the results of the interview and details of the OA's potential and contemplated use are voluminous, the practicality of "Nitel" and the relative security of the mails should be balanced against the sensitivity of the information and the security of the asset. Where the former factors prevail, submit summary by "Nitel" and full results and details by letter or airtel.
14. Contact with assets  
Contact should be maintained commensurate with maximum productivity, security, and development of asset's further potential. If an asset has not been contacted for a period of 45 days, a memorandum to the SAC must be directed to the asset's main file stating the reason(s) why no contact was made.
15. Do not disclose to asset any information not essential to his operation.  
Confidentiality of relationship  
Emphasize to all assets that the effectiveness of the FBI's investigation, and in some instances his own personal security, depend on both sides maintaining the confidentiality of the relationship. If the asset feels he must disclose this relationship to another, e.g., wife, parent, employer, etc., or circumstances develop in which asset requests FBI to disclose the relationship to another, e.g., to an employer threatening dismissal of asset because of his affiliation with certain individuals or groups, notify FBIHQ with recommendation to disclose relationship and continue under these conditions or to terminate relationship with or without disclosing relationship, and reasons for recommendation.

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16. Reliability of assets  
Reliability of all assets must be constantly checked. If any doubt exists concerning asset, give consideration to use of various investigative techniques to insure asset is completely reliable and is furnishing accurate information.
17. Assignment of pseudonyms  
In sensitive cases, where necessary; if asset will sign reports or receipts; or if asset is an OA receiving operational funds from a foreign intelligence service or payment from the U. S. which requires bookkeeping records, assign pseudonym for these purposes.
18. Recording of information received from asset  
When recording information from any asset in a communication prepared for dissemination, characterize the asset either as one "with whom contact has been insufficient to determine reliability," or as one "who has furnished reliable information in the past."
  - a. Oral information
    - (1) Information pertaining to asset's personal status is recorded in 134 main file, e.g., marital difficulties, change of employment, change of residence.
    - (2) Information pertaining to operational administrative matters is recorded in asset's 134 subfile. When this data, e.g., location of meet sites, times of meets, any data which tends to identify asset, is furnished to FBIHQ, it should not be included in communications prepared for dissemination, but in cover pages. When the asset is a member of the military, submit, in addition to the communication for dissemination described immediately above, a communication for dissemination containing all operational administrative details for the information of the asset's service.
    - (3) Information of intelligence value should be submitted to FBIHQ via appropriate communication, and, if of interest to other U. S. agencies or friendly foreign services, should be submitted to FBIHQ in form suitable for dissemination.
    - (4) Execute and maintain form FD-209 in asset's main file concerning contacts with asset. If contacts produced information of intelligence value, record only date of contacts; if negative, record as such.
  - b. Written information
    - (1) Written information prepared by asset, or by FBI SA for signature of asset, pertaining to operational activities (not a written report passed by asset to his principal) must be dated at the top of page one and signed at the bottom of each numbered page by the asset using his pseudonym. This material may be maintained as an attachment to a serialized memorandum in the asset's subfile (punched holes are allowed), or in a 1a section of the asset's 134 subfile.
    - (2) Information received in this manner should be devoid of FBI identification, block or time stamps, serialization number or other administrative markings.
    - (3) Only the original need be maintained; asset must not keep a copy.

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- (4) Any corrections, changes, erasures, additions, or deletions on original must be identified by asset using his pseudonym initials beside it.
  - (5) Handling FBI SA must not make any changes on the original or permit his name to be recorded therein.
  - (6) Written information pertaining to operational activities should not include administrative matters pertaining to asset's personal status.
  - (7) Handle recording of written information and contact with asset in same manner as detailed under recording of oral information.
19. Channelization of information of intelligence value received from the asset  
Important factor in channelizing information of intelligence value received from the asset to substantive case files is the security of the asset.

Limit information in communication sent to substantive file to only that necessary for that case; i.e., do not send one comprehensive communication to several substantive files if to do so might compromise source or other individual. (Be aware that some of our documents are being made available in response to subpoenas, and the court is sometimes not allowing excision of material not pertinent to case in question. Consequently, other individuals or operations can be "blown" by revealing one such comprehensive memo.)

- a. Extract information of value received from asset and channelize to substantive case files either inter- or intra-office by separate communications under substantive case captions.
  - b. A copy of all channelizing communications must be maintained in an asset's subfile.
20. Passage of documents, written report or oral information, to hostile foreign intelligence  
Type of information to be passed depends on circumstances of particular operation, interests of involved foreign intelligence service, the credible access of the OA and the time element involved.

Great care should be given to the selection of information to be passed to insure the operation accrues to the overall benefit of the U. S.

- a. Authority for passage  
FBIHQ authority required for passage of all classified information and unclassified information prepared for limited use by concerned Federal and local governments, not intended for public consumption.

Above FBIHQ authority applies to passage of documents, written reports, and oral information.

SAC authority required for passage of material prepared by commercial concerns, Federal, and local governments for public distribution. Examples are: newspaper and magazine articles, pamphlets and brochures, photographs, background information on companies and organizations. If there is any doubt that material selected to be passed is not in the best interest of the U. S., submit material to FBIHQ for clearance; e.g., see Example (1) following.

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- b. Clearance requirements for information to be passed under FBIHQ authority  
Submit original and 9 copies of LHM to FBIHQ bearing appropriate classification via cover communication with appropriate caption. Leave LHM uncaptioned; FBIHQ will insert code name caption.

The first paragraph of the LHM should read: "It is requested that clearance be granted for passage in this operation of the following items to a representative of (name of foreign intelligence service)."

If the information to be passed is a document, set forth an adequate description of it in the LHM.

Examples:

- (1) Article entitled "Moon Rockets," prepared by physicist John Doe, January, 1972, issue of "\_\_\_\_\_" publication of American Rocket Society.
- (2) Air Force Training Manual captioned "\_\_\_\_\_" dated July, 1972, classified "Secret."

In addition, also submit to FBIHQ, if possible, a true copy of document for review which will be returned after clearance by FBIHQ is obtained.

If the information to be passed is a written report prepared by OA, set forth report verbatim in the LHM.

If the information to be passed is oral, set forth oral information verbatim in the LHM.

If more than one item of information in any form is to be passed, number each item in the LHM.

The last paragraph of the LHM should contain the sentence: "The above data should not be further disseminated."

Upon receipt of LHM, FBIHQ will submit to appropriate authorities and request clearance. Reply will be promptly furnished to field.

- c. Notification to FBIHQ of passage of document, written report, or oral information which required clearance  
After passage, submit original and 9 copies of uncaptioned LHM bearing appropriate classification via cover communication with appropriate caption. FBIHQ will insert code name caption. In LHM refer to LHM which requested clearance. LHM should merely state, "On (date) our source transmitted the information detailed in referenced memorandum to (name of foreign intelligence service)."

If referenced memorandum detailed more than one item, do not list the items unless one or more was not passed. In such an instance list only those items that were passed.

The last paragraph of the LHM should contain the following sentence, "The above data should not be further disseminated."

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d. Administrative handling of documents, written reports, and oral information selected for passage

(1) Documents and written reports

Field offices should retain a copy of document or written report passed which would be identified by OA as a true copy of item passed by him. No other marks, identifying data, staple or punch holes should be placed on field office copy.

When submitting document or written report to FBIHQ, identify it, in cover communication, as the actual item which will be passed or a copy.

To insure that the actual document to be passed is not contaminated by fingerprints of FBI personnel, maintain in plastic envelope when being handled in field office or when submitted to FBIHQ.

Documents obtained by FBIHQ or other field offices from commercial concerns or other government agencies which will be passed will be handled in similar fashion.

If copy of document is maintained on permanent basis by preparing concern or agency and available at a later date, no need exists to submit copy to FBIHQ or to maintain in field office file. If copy not maintained on permanent basis, a copy should be retained in field office file.

(2) Oral information

Oral information passed must be recorded in a signed statement or FD-302.

Purpose for preserving documents and written reports is for evidence in event of prosecution, persona non grata action, expulsion, etc.

21. Oral information received from debriefing asset

Oral information received upon debriefing an asset (i.e., not necessarily pertaining to information passed) must be recorded in a signed statement or FD-302.

22. Coverage of OA meets with foreign intelligence officer, co-opted worker, or agent.

Coverage of these meets is required except when prohibited by security or other overriding factors.

a. To cross-check the OA. We must be as certain as possible that the OA is reporting details of his meets accurately.

b. To verify identification of principal or agent and to gather information about modus operandi.

c. Consider use of photography and other technological surveillance techniques to provide data for improving future CI operations or improving chances for success of official actions, e.g., prosecution, persona non grata action.

Be aware that these meets are often covered by the principal's intelligence service using photography, radio intercepts, and possible electronic surveillance.

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23. Disinformation

The passage of deceptive information by an OA is a complex operation which requires detailed planning and coordination between field office and FBIHQ. This technique should be employed only in OA operations in which the foreign intelligence service has apparently accepted the bona fides of the OA, when the benefit will clearly outweigh the risk to the overall OA operation.

24. OA cover story

Be aware that a foreign intelligence principal may interrogate an OA in great detail as to how he secured his information, his family situation, his modus operandi, motivation, etc. Handling FBI SA must adequately prepare an OA for this probability. The most credible cover story is the one which involves the least fabrication.

Unless security or other considerations dictate otherwise, the OA should personally obtain the information he passes.

25. Receipt of money or property by OA

Impress upon each OA that money or property received from a foreign intelligence principal or agent must be turned over to the FBI since retention of this money would put the OA in technical violation of Federal statutes, and this money may be used as evidence or exhibit. Compensation to the OA from the FBI for his cooperation is to be handled separately. Nominal or personal gifts, necessary for the OA's security and to maintain his relationship with the principal, may be given back to the OA by his handling FBI SA, following FBIHQ approval. Consider the desirability and feasibility of obtaining a signed statement from each OA reflecting his understanding of this requirement. The obtaining of such a statement is not mandatory, but desirable.

Department attorneys have advised that, while it is not necessary to preserve that actual currency received by an OA, it is highly desirable to do so in cases in which prosecution could ensue. Whether or not the actual currency is retained, obtain a written statement from the OA describing the currency received by denomination, series number, and serial number; and also make an independent record of such currency.

The above instructions are not to be interpreted to require the impounding of funds paid to an OA by a foreign government or foreign intelligence service for goods or services rendered by the OA in legitimate, business transactions.

26. Payments to FCI assets - either OA or IA

a. When deemed necessary and expedient, each SAC is authorized to expend up to \$400 to develop FCI assets. This money may be used to pay for services and/or expenses. This authority is renewable by FBIHQ if the initial \$400 has been expended. Blue slip reclaiming payments from FBIHQ need not summarize information obtained since proliferation of this information could possibly jeopardize asset's security.

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b. FBIHQ authority

- (1) If FCI asset is of such continuing value to justify regular payments, such payments must be approved by FBIHQ.
- (2) When initially requesting regular payment, submit evaluation via coded "Nitel" in the following order:
  - (a) Amount paid to date, broken down into expenses and services
  - (b) Number of contacts with handling FBI SA since last evaluation
  - (c) Evaluation of stability and reliability
  - (d) Concise summary of most valuable information furnished since last evaluation
  - (e) Miscellaneous - changes in personal status, residence, employment, personal problems, etc., since last evaluation
  - (f) SAC recommendations for authority to pay asset for next six-month period; specify amount to be authorized for services and amount for expenses
- (3) Continuation request should be made two weeks in advance of expiration of authority.
- (4) Submit an interim request for increase in regular payments authorized via coded "Nitel," with full justification.

c. Receipts

When payments are made either on SAC authority or FBIHQ authority, obtain receipts whenever possible. If receipt cannot be obtained, set forth circumstances on blue slip at time reimbursement is claimed.

- (1) Receipts should be self-sufficient so that, if it becomes necessary to introduce receipts in evidence, they will not relate to other documents or files.
- (2) Receipts should show:
  - (a) Date when payment was made
  - (b) Period for which made when asset is paid on period basis
  - (c) Total amount paid broken down into separate amounts for services and expenses
  - (d) Name of FBI SA making payment
  - (e) Signature of asset receiving money using pseudonym assigned
- (3) Receipts are not to be witnessed.
- (4) If necessary to make corrections on receipts, they must be initialed by asset and not by FBI SA.
- (5) When transmitting receipts and itemized statements of expenses to FBIHQ, staple them directly to blue slip so that all information on receipt can be read without detaching it from blue slip.

27. Evaluation of FCI assets

a. OA

Whether OA is paid (under either FBIHQ or SAC authority) or unpaid, submit coded "Nitel" every six months evaluating OA according to the format of 26. b. (2). If the OA has been paid during the preceding six-month period, merely set out the amount paid during that period (under 26. b. (2) (a)).

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- b. IA
  - (1) Paid on FBIHQ authority  
Submit evaluation as instructed for OA above
  - (2) Paid on SAC authority or unpaid  
Every six months submit memorandum to SAC evaluating IA  
according to the format of 26. b. (2).
- c. Assets who are members of the military, whether IA or OA  
See 5. e.
- 28. Income tax returns
  - a. Inform assets who receive compensation for their services to FBI  
that such compensation must be reported as income when filing an  
income tax return.
  - b. FBI income should be set forth on Federal income tax return,  
form 1040, as income received from other sources for personal  
services rendered through a private enterprise or similar general  
term applicable to asset's position and station in life.
  - c. If asset is self-employed and files Schedule C as self-employed  
individual, it may be possible to include his FBI income with his  
self-employed income from other sources without revealing connection  
with FBI.
  - d. If asset cannot report payments received from FBI for services  
without jeopardizing his security, such payments will be subject  
to 20 percent withholding tax. There are three categories in which  
taxes will not be withheld from payments to FCI assets:
    - (1) For reimbursement of expenses
    - (2) Under SAC authority
    - (3) To assets who have been able to report FBI income on their  
Federal tax returns without jeopardizing their security or  
without challenge from Internal Revenue Service. Each office  
has detailed instructions and exhibits concerning procedure  
to be followed in handling and control of money withheld.
  - e. When asset or former asset is considered as potential witness in  
FBI case, determine whether he paid Federal and state taxes on  
income he received from FBI for his services. If such taxes have  
not been paid, obtain all pertinent details and submit recommenda-  
tions to FBIHQ for handling situation.
- 29. Receipt of unemployment compensation  
State law may require all applicants for unemployment compensation to  
list all sources of income. Payment of out-of-pocket expenses need  
not be listed as income when applying for unemployment compensation;  
however, payment for services must be listed. FBIHQ should be consulted  
in each case where this situation arises.
- 30. Monthly and quarterly letters  
For these administrative details, see section 107, part I, M, of this  
manual.

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31. Corrective action on false information
  - a. When it is determined that current asset or former asset has furnished false information, promptly inform FBIHQ of complete facts.
  - b. Set forth your suggestion relative to wording to be used in describing asset in future, such as "source of known unreliability" or "source who has furnished both reliable and unreliable information in the past."
  - c. FBIHQ will advise which designation to use; the field office will then proceed with review of all data furnished by asset and label information from him accordingly.
  - d. All communications containing information from asset which have been sent to FBIHQ, FBI field offices, and to outside agencies must be corrected. Corrective action should be taken by letter. Identify cases individually by title and character, together with dates of communications containing information from asset. Corrective letters should refer to specific report, page number, and change to be made. Amended pages should not be prepared unless you are so instructed by FBIHQ in accordance with instructions of part II, section 4, Manual of Rules and Regulations.
  - e. Instruct each field office which has made further dissemination of asset's information to follow instructions set forth above.
  - f. Set up control file regarding this corrective action and upon completion of same submit to FBIHQ final letter under asset's caption identifying each case by title, character, FBIHQ file number if known, and date of communication. This letter will be used to check all pertinent FBIHQ files to see that necessary corrective action has been taken.
  - g. If necessary, other field offices which have received information from asset should also be requested to submit summary letters showing what corrections have been made.
  - h. Occasionally, former asset through his speech, writings, or actions raises a doubt as to his reliability subsequent to time he was asset. It is not necessary to go back and change evaluation of information attributed to that former asset in absence of definite indication that he furnished unreliable information while he was asset.
  - i. Dissemination of information from assets of questionable reliability and known unreliability should be made in accordance with part II, section 5, Manual of Rules and Regulations.
32. Discontinuance of assets

Advise FBIHQ under asset's symbol number caption when services of asset are discontinued.

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[ SECTION 107. [INTERNAL] SECURITY INFORMANTS AND CONFIDENTIAL SOURCES; 107W  
[AND FOREIGN COUNTERINTELLIGENCE ASSETS]

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33. Discontinued assets
- a. When services of asset are discontinued, mark name card "canceled." Destroy symbol card. Never destroy name card.
  - b. Refile name card in numerical order by symbol number in symbol number index. When discontinued asset is later reactivated, remove name card from symbol number index, mark it reactivated with appropriate date, note type of information he will now be furnishing, and refile it alphabetically in name card section of FCI asset index.
  - c. Inform FBIHQ of date when asset is discontinued and reason therefor, and whether or not asset is willing to testify in open court or before administrative hearing boards. Inform FBIHQ according to instructions in volume II, section 19, of this manual of identity of all Security of Government Employees cases in which asset has furnished information.
  - d. If the discontinued asset is a member of the U. S. Military or another U. S. Government employee, submit LHM to FBIHQ merely stating the fact of discontinuance. FBIHQ will use LHM to notify asset's headquarters.
  - e. Once asset is exposed in any manner, do not carry him as a concealed source in reports or memoranda. His true name is to be set forth.
  - f. If a former asset furnishes information to an office other than the office which originally handled him, the new office should notify the old office of its intended use of the asset and request pertinent background information.
  - g. Remove flash notice on OA's (i.e., the stop placed via FD-165 when conducting original background inquiries on OA) one year after discontinuance.
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8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

T. CLASSIFICATION - 134

U. CONFIDENTIAL SOURCES

1. Definition

[See page 3 of this section.]

2. Assignment of symbols

- a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
- b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
- c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source. [Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., ]IS - R for Russia.]
- d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
- e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security and criminal informants.

3. Index

- a. Index cards (3 by 5 inches) like those prepared for informants must be made up and filed as an adjunct to the criminal informant index or the security informant index, depending on the type of information furnished.
- b. The symbol index is handled similarly to the symbol index on informants.
- c. Duplicate confidential source cards may be maintained with the criminal informant index and the security informant index if the source furnishes information of value in both types of investigations.

4. Files

When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. The same procedure should be followed concerning racial confidential sources, the classification being 137. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

## 5. Utilization

- a. If confidential source is to be used for assistance in security or racial investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security and potential racial informants.
- b. [Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case,] confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
- c. Records of contacts with confidential sources who have pending files may be posted.
- d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
- e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any
  - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him
  - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
- f. If such request is approved at the Bureau, a stamped notation is to be placed on the duplicate copy and this latter copy returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

## 6. Security and racial confidential sources - certification of stability and payments

- a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial confidential sources. See 107N,[3b,]for form of letter.
- b. If the security or racial source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 7. Gifts

Gifts to sources shall not be reclaimed as blue slip items.

## 8. Discontinuance

Advise Bureau when confidential source is discontinued, and the reasons therefor.

such activities, the Bureau will consider placing him in contact with a reliable publisher, but it must be made clear to the informant that the Bureau will not sponsor or endorse any book or publication which he elects to write.

9. All payments to discontinued security informants and confidential sources must be made on a strict c.o.d. basis. Obtain Bureau authority before making any such payments. In requesting Bureau authority for payments of this type, submit complete details as to the information furnished by the discontinued informant or source in the past and what is to be expected of the informant or source in the future.
10. Once an informant is exposed in any manner whatsoever he is no longer to be carried as a concealed source in reports or memoranda. His true name is to be set forth, together with descriptive data.
11. When an office receives information concerning, or obtains information from, an ex-informant, copies of memoranda prepared must be furnished to the office which originally handled the informant so that the file of the ex-informant will be as complete as possible.
12. When an informant has been discontinued for cause, such as unreliability, he should not be contacted in the future for information. If such an individual furnishes information it should be accepted, but in setting out the information in reports or communications use the individual's true name, together with an appropriate description of his reliability.
13. Remove flash notice per section F,[6.]
14. Repeated use of the same discontinued informant as a witness at security trials and hearings should be avoided. Make an all-out effort to develop witnesses who can furnish the same testimony as that expected of previously used witnesses. Advise Bureau of any indication by Government attorneys that an informant-witness who has previously testified will be called upon for testimony at a subsequent trial or hearing and furnish your comments concerning possibility of supplanting the testimony of individual involved. Submit communication under appropriate case character.
15. Every effort should be made to prevent a discontinued informant from becoming involved in situations which may prove embarrassing to informant or the Government. Immediately after he testifies for the first time, a serious talk should be had with informant by the SAC in the presence of the Agent who handled the informant. This interview should be conducted in the field office and informant told that:
  - a. He will no longer be operated by the Bureau
  - b. Since he is a public figure, he will probably be contacted by representatives of the press, radio, and television for interviews and appearances
  - c. He may be sought as a witness by congressional committees, by the Immigration and Naturalization Service, and by state authorities
  - d. (Firmly stress.) In connection with such interviews and appearances, informant must continue to be factual and truthful and must not build up or embellish the statements, for if he does so he will wind up in serious trouble.

Advise Bureau results of such interview and comment on its possible effectiveness.

Be alert to the possibilities of former informant being contacted by representatives of publicity media and as a witness by congressional committees, INS, and state authorities. It will be the SAC's responsibility to know when a former informant is scheduled or is likely to appear at a hearing or make a public appearance of any kind. Prior thereto in each instance, former informant must be contacted and instructions above set forth reiterated by Agent who handled the informant. Emphasize to former informant that he must stick to the truth and make certain he can back up what he says, and if there is any deviation he will be subjected to harassment, criticism, possible libel, slander, or other criminal actions. If he inquires as to whether he should appear or testify or otherwise cooperate with any public or private individual or agency, advise him he must make that decision himself, but if he has appeared as a Government witness in a case which has not been finally adjudicated and decides in the affirmative, he should contact the USA for instructions. Advise Bureau of any such situations and the results of any interviews conducted.

R. FURNISHING OF INFORMANTS TO IMMIGRATION AND NATURALIZATION SERVICE (INS)

1. INS conducts investigations of alien communists as required under the Immigration Act of 10-16-18, as amended. INS, in order to enforce this statute, must obtain evidence to prove that certain aliens, due to their membership in certain groups, are undesirable and deportable or subject to denaturalization.
2. Cooperate fully with INS in these cases and make efforts consistent with your own cases and interests to make available information and witnesses where possible.
3. In this regard, if contacted by INS inquiring for informants and you have a discontinued informant or one who would be of assistance to INS and whose loss would not affect your work, furnish his identity to the Bureau, together with your recommendation.
4. The Bureau will then review all of the facts concerning such informant and advise as to whether or not his identity may be disclosed to INS.
5. Exercise care in recommending informants for disclosure to INS so that you will not find yourself without proper coverage.
6. Before any informant is turned over to INS, obtain informant's permission.

[ S. CORRECTIVE ACTION[ON FALSE INFORMATION]

1. When it is determined that an informant or ex-informant furnished false information while an informant, advise Bureau by airmail of complete facts.
2. Set forth your suggestion relative to wording to be used in describing the informant in future, such as: "informant of known unreliability" or "informant who has furnished both reliable and unreliable information in the past."
3. Bureau will advise which designation to use. Then proceed with a review of all data furnished by the individual and label information from him accordingly.
4. All communications containing information from the informant which have been disseminated to Bureau, other Bureau offices, and to outside agencies must be corrected.
5. Identify the cases individually by title and character, together with dates of communications containing the information.
6. If information was used in reports, corrective letters should be crystal clear and refer to the specific report, page number, and change to be made.
7. Amended pages should not be prepared unless so instructed by the Bureau in accordance with part II, section 4, of the Manual of Rules and Regulations; corrective action should be called to the attention of other Bureau offices, outside agencies, and Bureau by letter.



5. Listed below are all of the Bureau offices and the dates semiannual letters should be submitted. This list is also applicable to the submission of semiannual letters on criminal informants.

<u>Office</u>	<u>Dates</u>
Albany	January 15 and July 15
Albuquerque	" "
Anchorage	" "
Atlanta	" "
Baltimore	January 31 and July 31
Birmingham	" "
Boston	" "
Buffalo	" "
Butte	February 15 and August 15
Charlotte	" "
Chicago	" "
Cincinnati	" "
Cleveland	February 28 and August 31
Dallas	" "
Denver	" "
Detroit	" "
El Paso	March 15 and September 15
Honolulu	" "
Houston	" "
Indianapolis	" "
Jacksonville	" "
Kansas City	March 31 and September 30
Knoxville	" "
Little Rock	" "
Los Angeles	" "
Louisville	April 15 and October 15
Memphis	" "
Miami	" "
Milwaukee	" "
Minneapolis	April 30 and October 31
Mobile	" "
Newark	" "
New Haven	" "
New Orleans	May 15 and November 15
New York	" "
Norfolk	" "
Oklahoma City	" "
Omaha	" "
Philadelphia	May 31 and November 30
Phoenix	" "
Pittsburgh	" "
Portland	" "
Richmond	" "
St. Louis	June 15 and December 15
Salt Lake City	" "
San Antonio	" "
San Diego	" "
San Francisco	" "
San Juan	June 30 and December 31
Savannah	" "
Seattle	" "
Springfield	" "
Washington, D. C.	" "

P. SIGNING OF LOYALTY OATHS, AFFIDAVITS, AND STATEMENTS

1. Every effort should be made to guide security informants away from situations requiring them to sign or fill out loyalty oaths or forms.
2. Informants should be cautioned to keep the contacting Agent fully advised of any situation wherein they might be required to sign such a form.
3. Advise Bureau promptly of all such situations which cannot be avoided.
4. The Bureau will consider as a last resort advising another agency of the informant's relationship with the Bureau, together with pertinent facts concerning the informant's activity; however, such situations must be kept to a minimum in view of the obvious dangers to the informant.
5. Each such situation must be carefully considered and Bureau is to be advised as promptly as possible, together with an appropriate recommendation for proposed action.
6. In no instance should you permit an informant to sign a loyalty oath in the negative.

Q. DISCONTINUED INFORMANTS

1. When the services of an informant are discontinued, mark the name card "cancelled." Destroy the symbol card. Never destroy the name card.
2. Refile the name card in numerical order by symbol number in the symbol number index. The symbol number shall not be subsequently reassigned to another informant. If a discontinued informant or a discontinued potential security informant or confidential source to whom a symbol number was once assigned later is reactivated, remove his name card from the symbol number index, mark it reactivated with appropriate date, note thereon type of information he will now be furnishing, and refile it alphabetically in the name card section of the index.
3. When a potential security informant or confidential source is discontinued and a permanent symbol has not been assigned, destroy the alphabetical index card.
4. Advise the Bureau when a potential informant or informant is discontinued and the reason therefor.
5. Advise the Bureau as to whether or not the informant is willing to testify in open court or before administrative hearing boards. The identity of all cases of security of Government employees type in which the informant has furnished information must be ascertained and the Bureau advised in compliance with section[69F, volume III, of this manual.]
6. Review the informant's file to determine if any copies or summaries of correspondence between the Bureau and the field relating to the Department's interest in using the informant for testifying when he becomes available as a witness are contained therein. In those cases in which it is evident the Department has indicated a desire to consider the informant further when he becomes available, advise the Bureau in each such substantive case, except in those cases in which it is obvious the statute of limitations has run or the case has been adjudicated. This exception does not apply to security of Government employees cases. When all above action is completed, advise the Bureau.
7. A statement shall also be made to the effect that the measures to control informants, set out in 8 below, have been considered and recommendations shall be made when it appears that such are warranted.
8. When the services of an informant are discontinued, maintain close contact with him so that the informant will look to the Bureau for advice and counsel prior to taking any action which would be against the Bureau's best interests. When an informant is discontinued, determine whether he has plans for writing a book, magazine or newspaper article, or otherwise publicizing his activity. If so, he should be impressed with the desirability of coming to the Bureau for assistance and guidance rather than making other arrangements. If an informant insists on engaging in

- f. If the informant receives from outside employment less than[\$4800,] all of which is subject to Social Security tax, the amount on which he will have to report for Social Security tax purposes, if he completes a schedule C, is the difference between the amount received from regular employment and[\$4800.]
  - g. If informant completes a schedule C, the nature of business of the self-employed must be stated and informants should be instructed to use as the nature of self-employment any applicable occupation without revealing connection with the Bureau.
7. Stipulation re payments made to witnesses
- a. In trials in which informants, former informants, or other persons who were paid sums of money are prospective witnesses, the Bureau must furnish the Department tabulations of payments made to such prospective witnesses. The office handling prosecution must determine from the departmental attorneys what individuals are to be used as witnesses. Thereafter the office should furnish and/or cause other appropriate offices to furnish to the Bureau the following information:
    - (1) The correct, full name
    - (2) All aliases, code names, and symbol numbers
    - (3) The first date of contact by your office
    - (4) If first contact was prior to September, 1944, the names of all SAs, SACs, and ASACs who contacted and may have made payments
    - (5) A tabulation of all payments, broken down as to the amount applicable to services and the amount applicable to expenses
    - (6) A listing of any advances, refunds, and outstanding balances of advances
    - (7) The date of last contact by your office
    - (8) Whether the individual has been contacted by any other office
  - b. Each individual and each item of information must be accounted for. If no contact was made with a particular individual, the Bureau must be so advised.
  - c. Where an informant has previously been used and a tabulation of payments was prepared, information for items (5) through (8) need be given only from the date of the last trial from which the individual was used.
  - d. The above information should be submitted separate and apart from correspondence setting forth derogatory information, and should be addressed to the attention of the Administrative Division, Voucher Unit. Interdivisional correspondence should be addressed to the Bureau with copies designated for the interested offices.
8. Receipt of unemployment compensation
- a. At times security informants and/or sources temporarily lose their jobs with private industry due to strikes, economic conditions, or similar circumstances. As a result they become eligible for unemployment compensation. Where unemployment regulations require listing of all sources of income as a prerequisite for obtaining unemployment compensation and security informants and/or sources who at the time are being paid by the Bureau for services rendered fail to comply, the situation is potentially embarrassing. The Bureau cannot be placed in the position of condoning a violation of the state law on the part of any informant or source. Each field office must determine from state unemployment compensation officials effect of unemployment compensation laws on paid informants and/or sources. Depending on local requirements, informants and sources must be alerted accordingly.
  - b. Whenever a paid informant and/or source becomes unemployed or has knowledge of impending unemployment, discuss all facts with him and submit observations and recommendations to Bureau. Unless advised to the contrary by the Bureau, follow recommended action. Each office must assume the responsibility of guarding against informant's accepting a Bureau payment that would conflict with unemployment compensation laws. At the same time, weigh seriously the possible need for an informant to apply and accept unemployment compensation to

protect his security. Fellow members of the pertinent subversive organization may be aware of his unemployment status and would expect him to apply. Where a state requires notification of Bureau payments to informants that would necessitate disclosure of their identity, then Bureau payments should be discontinued during the period they receive unemployment compensation benefits.

[9. Handling money and property received by double agents

- a. Double agents must turn over to the Bureau any money or property received from their principals in connection with the double agent intelligence operation. This should be made clear to the double agent at the inception of the operation (consider obtaining a signed statement to this effect). Exceptions to this rule must be specifically approved by the Bureau. Entirely separate arrangements must be made for payments to double agents for services rendered to the Bureau.
- b. Any money or property received by a double agent from his principal represents possible future evidence and the double agent should execute a statement describing the money received by type of currency, denomination, series of issue, and serial number and appropriately describing any other property received. This statement should be signed by the double agent's code name or number.
- c. Money or property received from double agents should be retained as evidence in accordance with section 3, part II, Manual of Rules and Regulations.
- d. Bureau Agents receiving such money or property from double agents should make independent records for retention for purposes of refreshing recollection in the event testimony is later necessary.]

O. SEMIANNUAL LETTER

A semiannual letter should be submitted to the Bureau by each office as follows:

1. List the symbol numbers of all security informants and confidential sources being paid for services or expenses on a regular basis. If such confidential source has no symbol number, list his name.
2. Also list the symbol numbers of all unpaid security informants.
3. Set forth any comments concerning the present status of the informant coverage of the office, together with information concerning what actions are being taken to improve the security informant coverage.
4. As a separate section of the semiannual letter, list under "Headquarters City" and each resident agency all subversive organizations broken down into each division and unit thereof, such as clubs, committees, and chapters.

Under each unit the approximate membership, together with the symbol numbers and positions of security informants affording coverage, should be set out. Where no informant coverage exists or where coverage is provided by informants or sources who are not members, such factors should be shown relative to each unit.

Semiannual letters may include any additional pertinent information re informant coverage that may be helpful in over-all evaluation, such as informants in other divisions who are occasionally utilized and highly placed informants who furnish area-wide, national, or international information.

- (2) Residence and employment (If no change since last justification letter, merely state "no change.")
- (3) Current membership in subversive organizations
- (4) Summary of information furnished and/or services rendered during pertinent period
- (5) Amount paid for services and expenses by month  
(Initial justification letter should set forth amount, if any, ever paid under SAC authority.)
- (6) Type and number of meetings attended and other activity
- (7) Number of written and oral statements submitted  
(List separately.)
- (8) Information furnished of unusual value
- (9) Approximate number of persons on whom informant furnished coverage and their importance
- (10) Informant's potential for advancement
- (11) Stability and reliability  
(Set forth personal weaknesses, domestic difficulties, indications of untrustworthiness or unreliability, or other similar problems presented by informant, and steps being taken to prevent any such situations from later becoming source of embarrassment to the Bureau.)
- (12) Indoctrination against disclosure  
(State whether every opportunity has been taken to properly indoctrinate informant against making any disclosure of his relationship with Bureau through any media.)
- (13) All necessary action taken on information furnished
- (14) Miscellaneous  
(Any other matters concerning informant's operation which should be brought to Bureau's attention)

(Where applicable, substitute potential informant, confidential source, panel source, or source of information for the word "informant.")

- c. When payment to an informant has been authorized for a definite period of time, advise the Bureau at least two weeks in advance of the expiration of the period for which payment has been authorized as to whether the services of the informant are to be continued.
- d. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments. Follow form in subsection 3b.
- e. Letters requesting authority to continue (increase, decrease) payments to an informant should be submitted in duplicate except that the copy should consist only of the first page of the letter. When payments as requested by the field are approved, the single-page copy will be stamped "Approved" at the Bureau and returned. If the recommendation is not approved, correspondence will be prepared and transmitted to the field.
- f. In order for this system to function properly, payment letters must be explicit.
- g. When payments are authorized by the Bureau, it is the personal responsibility of each SAC definitely to assure himself that full value is being received.
- h. [Discontinuance of payments]  
If at any time it appears the information being produced by the informant is not commensurate with the payments being made to him, the payments should be immediately discontinued or adjusted accordingly and the Bureau promptly advised.
- i. [Extraordinary expenses]  
In connection with the operation of paid informants, if any extraordinary expenses are anticipated for which approval has not been given, obtain specific Bureau authority.

## 4. [Four-month evaluation of informants not paid on Bureau authority]

If the informant is not being paid on Bureau authorization, a communication must be transmitted to the Bureau every four months after the date of designation containing the same information set out above in subsection 3b except those items concerning payments. Recommendation of SAC regarding continuance of informant should also be set forth.

[In espionage and foreign nationality cases comment is necessary regarding only those applicable items in subsection 3b.]

## 5. Receipts

When payments are made to anyone for information or assistance on security matters, either on the SAC's authority or on prior Bureau approval, receipts must be obtained in every instance in which it is possible to do so.

a. Receipts should be of such a nature that they will be self-sufficient so that, if it becomes necessary to introduce the receipts in evidence during the course of a trial, the receipts will not relate to other documents or files.

b. Receipts should clearly show:

- (1) Date on which payment was made
- (2) Period for which made when informant is paid on a period basis
- (3) Total amount paid broken down into separate amounts for services or expenses where these items are pertinent
- (4) Name of Agent making payment
- (5) Signature of person receiving the money

c. When transmitting receipts and itemized statements of expenses to the Bureau, they should be stapled directly to the blue slip, leaving a margin of at least one inch to one and one-half inches at the top to avoid contact with the Acco fastener punch. The staples should be placed in such a manner that the date or other data appearing on the receipt will not be mutilated and all information on the receipt can be easily read without detaching it from the blue slip. Care must be taken that receipts are of such a nature that they clearly show payment of money and do not refer to any other documentary material contained in Bufiles.

## 6. Income tax returns

a. Informants who receive compensation for their services to the Bureau should be advised that such compensation must be reported as income when filing an income tax return.

b. Since all informants are considered independent contractors, the income they receive from the Bureau is self-employment income but, since the Bureau does not consider their activity as the carrying on of a trade or business, they may consider dispensing with the filing of a schedule C as part of form 1040 if they so desire.

c. The informant's own personal situation, however, should be taken into consideration as he may receive income from other sources as an independent contractor which would require the deduction of self-employment tax, regardless of any Bureau income he may receive.

d. In considering the filing of a tax on self-employment income, such a return is based upon net earnings from self-employment of \$400 or more. If an informant receives less than \$400 from the Bureau and has no other self-employment income, this money in any event is not subject to the self-employment tax. If the informant receives \$4800 or more from outside employment subject to Social Security tax, again the self-employment tax requirements do not apply.

e. Bureau income should be set forth under item 10 on page one of the Federal income tax return, form 1040, as "Other Income" and explained under schedule H(3) on page three of the return as income received from other sources for personal services rendered through a private enterprise or similar general term applicable to informant's position and station in life.

## 4. [Subfiles]

- a. A subfile is required on each informant who submits statements, written or oral, [except in espionage or foreign nationality matters where a subfile is necessary only in those instances involving possible prosecution.] The original of each statement, whether personally written by the informant or furnished orally and reduced to writing by contacting Agent, should be filed in this subfile. Executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306 should be stapled to the original of each such statement.
- b. Holes may be punched in original statements of informants for secure filing, but care must be taken to prevent obliteration of any portion of statements or notations thereon.

## 5. [Channelization]

Excerpts from the informant's statement are to be included in the regular investigative case report when information of value is submitted. Form FD-306 may be used to disseminate this information to the case file in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channelized. Channelization should be noted on original FD-306 and on all copies under "Remarks."

## 6. [Dissemination of information]

Information submitted by informants, potential informants, confidential sources, or sources of information should be reported to the Bureau and interested offices and other agencies whenever necessary by the appropriate means of communication under captions [showing] the subject matter of the information.

## 7. [Correspondence]

Correspondence submitted in security informant and potential security informant matters should be strictly limited to the administrative handling of the informant and should not contain information more properly furnished to the Bureau under a substantive case caption.

## 8. [Maintenance of files]

- a. All pending files on security informants shall be maintained under lock and key under the personal supervision of the SAC, ASAC, or field supervisor as the informant indices are maintained and described in subsection K.
- b. Subfiles containing written statements may be maintained in the open files section, provided there is no disclosure of the informant's identity on the statements.
- c. All informant files should be maintained in such a manner as to insure that all information furnished by a particular informant will be immediately available upon the request of the Bureau.
- d. In addition, these files should be maintained in such a fashion that the identities of the cases in which an informant has furnished competent evidence can be furnished immediately to the Bureau by simply referring to the file of the informant and without the necessity of conducting extensive research.

## 9. [Use of informant by Department - filing correspondence re]

From time to time, the Department expresses an interest in using a particular informant for testifying when he becomes available as a witness. As a result, there will be correspondence [showing] this situation between the Bureau and the field. Place copies of all such correspondence in the informant's file. Occasionally such correspondence may be voluminous and apply to more than one informant. In those cases, summarize the information concerning each particular informant and place the summary in the appropriate informant's file.

## 10. [Form FD-238]

Form FD-238 (printed on pink paper) has been approved for use in security informant and potential security informant files. It is to be used in the nature of a table of contents or as an index to show where in the file particular data can be found. This form is to be kept as the top

document in the pertinent informant file and is not to be serialized.  
 [If a particular section of this form is not applicable, such should be noted thereon. If it later becomes applicable, the serial number can be noted at that time.]

11. [Bulky material submitted by informant]

Where informant or source submits bulky material other than a statement and same pertains to a specific investigative matter, bulky material may be filed in the investigative case file, together with a copy of executed form FD-306 or a channelizing memorandum containing all applicable items set forth on form FD-306. In such a case, the original form FD-306 or channelizing memorandum should be filed in the subfile of the informant or source and the file and serial number where the bulky material is located should be noted thereon.

[N. PAYMENTS[TO INFORMANTS AND HANDLING MONEY RECEIVED]

1. [No gifts to informants]

- a. Gifts should not be given to informants since such actions might be misconstrued.
- b. Relationship between Agents and informants shall be maintained on a businesslike basis.
- c. Expenditures for gifts to informants will not be approved as blue slip items.
- d. Investigative employees must not approach, directly or indirectly, representatives of companies, private industries, or insurance companies and request assistance regarding payments of money, gifts, or products of such companies to informants.

2. [SAC authority to pay informants]

- a. In specific instances in which it is necessary and expedient to expend money to obtain information concerning matters or persons under investigation, which is not otherwise obtainable, or to advance expense money to enable an individual to obtain such information, SAC may approve payments of amounts up to \$200 and totaling not more than \$200 on a c.o.d. basis regardless of the number of payments. This applies only to individuals who have never been regularly paid for services or expenses on Bureau authorization. In other words, once an individual has been paid on Bureau authorization, regardless of the amount, this authority of the SAC may not be utilized.
- b. Individual who is paid on SAC authority should not be described in correspondence as an informant or source who is being paid on a "regular basis" or on "Bureau authorization."
- c. The blue slip reclaiming any of these payments authorized by the SAC must clearly and accurately explain the circumstances and summarize the information obtained so the Bureau will be in a position to pass intelligently such blue slips for payment.
- d. Prior Bureau authority must be obtained to make any additional payment to an individual who has received payments totaling \$200.

3. [Payments on continuing basis - Bureau authority]

- a. To pay anyone on a continuing basis, obtain specific Bureau authorization.
- b. In requesting this authorization, a justification must be set forth containing the following items and using the subheadings[shown.]  
 [(In espionage and foreign nationality matters, use subheadings where applicable.)]

(1) Recommendation

(Use following wording as nearly as possible:

"I recommend that authority be granted to continue (increase, decrease) payments to the above informant up to \$\_\_\_\_(amount) per \_\_\_\_ (month, week) for services, plus up to \$\_\_\_\_(amount) per \_\_\_\_ (month, week) for expenses actually incurred for a period of \_\_\_\_ months, effective \_\_\_\_ (date)."



## b. Symbol number index

- (1) The same official as set out in 1a (1) above is to maintain the symbol number index. This index shall contain a card for each individual to whom a symbol number has been assigned.
- (2) File cards numerically and any symbols which consist of fictitious names shall be filed alphabetically behind the numerical symbol index.

c. The above indices (alphabetical name index and symbol number index) shall not be available for review by Agents seeking informant help in connection with their cases.

d. Where good reason exists for an Agent to obtain information from either of these indices, it should be furnished by the official having custody of the cards. These indices should be used as a guide only; informant's file must be reviewed to determine specific nature of his activities and type of information he furnishes.

## 2. Index entitled "Informants and Sources in Other Divisions"

- a. A separate index may be maintained for the use of Agents on informants and sources in other divisions who may be available for assistance.
- b. If such index is maintained, a separate index card is to be prepared on each informant and source that has been furnished.
- c. These cards should contain brief background data, together with the identity of the Bureau communication which contains the complete background data.
- d. File these cards alphabetically by name and symbol number. Duplicate cards may be prepared to be filed geographically and/or by subject matter.

## 3. Agents' informative index

- a. An Agents' informative index may be maintained by the same official as set out in 1a (1) above for the use of Agents on the type of informant coverage in the division.
- b. File these cards by geographical location, arranged alphabetically by states, cities, subdivisions within cities, etc.
- c. Behind each geographical location there should be a guide card indicating the type of information which can be furnished, such as Communist Party, Civil Rights Congress, Polish Activity, etc.
- d. On this guide card set forth the symbol numbers of the informants and confidential sources who can provide this coverage.
- e. Potential informants, confidential sources, panel sources, and sources of information who do not have permanent symbols should be set forth by name.
- f. When an individual can provide more than one type of information, his symbol or identity (if a potential informant, confidential source, panel source, or source of information without a permanent symbol) should be set forth on as many guide cards as he may provide types of information.
- g. These guide cards should show the above data and it is permissible to place alongside the name or symbol number, as the case may be, the names of the contacting Agents to whom a request may be made for a specific check with the individual.
- h. Also, there may be set forth on these guide cards symbol numbers of informants who move outside a division and who still may be excellent sources regarding past activities. They should be declassified from informants to confidential sources or sources of information. If any such individual has moved from a division and is being utilized by the division to which he has moved and has received a symbol number from the latter division, such designation should be indicated on the guide card.
- i. The names or symbol numbers, as the case may be, of individuals contained in the index entitled "Informants and Sources in Other Divisions" who can be of assistance to your office may be set forth on the appropriate guide cards in this index.

4. [Currency and security]

All indices shall be maintained in a current status at all times in a manner which provides tight security of the information and yet makes it easily available to Agents having a need thereof.

L. INDEX CARDS

1. Index cards (3 by 5 inches) for the alphabetical name index shall be prepared as follows:

Name:	Symbol No:
(Informant, potential informant, or confidential source)	
Residence:	File No:
Telephone Number:	
Business:	
Telephone Number:	
Type of Information:	
Contacting Agent:	
Alternate Agent:	

2. Index cards (3 by 5 inches) for the symbol number index shall be prepared as follows:

Symbol:	File No:
(Informant, potential informant, or confidential source)	
Name:	

3. Contacts with informants should not be posted on index cards since this information is[shown]in the informant's administrative file.

M. INFORMANT FILES

1. [Opening]

- a. When active investigation is initiated relative to an individual who has potential as an informant or confidential source and he is not the subject of a security-type file, a 134 classification file should be opened and maintained in a pending status until efforts to develop the subject are discontinued.
- b. If an individual is the subject of a security case and after being interviewed with Bureau authority he indicates he is cooperative and has potentiality as an informant, a 134 file should be opened and maintained in a pending status while under development as a potential informant. [In espionage and foreign nationality matters the existing file may be used rather than opening a new 134 file if this is practical and will reduce paper work.]
- c. Individual files on all active informants should be maintained and carried as pending active files.

2. [Monthly administrative report]

Files on potential informants and informants shall be included in the tabulations and calculations of delinquencies in the monthly administrative report.

3. [Assignment and tickler cards]

- a. Assignment and tickler cards should be maintained.
- b. The true name of informant is not to appear on the assignment and tickler cards.

- d. All such material should be transmitted in the same manner as statements furnished by informant.
- e. Receipt of such material should be recorded on form FD-306 or on a channelizing memorandum containing all applicable items set forth on form FD-306. See section 107M for filing instructions.

#### [H. PASSING INFORMATION IN DOUBLE AGENT OPERATIONS

1. Carefully handle and create basis for acquisition
  - a. In double agent operations information requested by the principals is frequently passed either to build up a double agent's stature or as evidence of espionage activity.
  - b. Each case must be carefully evaluated to make certain that a net gain accrues to the U. S.
  - c. The information which is passed should be carefully handled and appropriate explanations created for its acquisition by the double agent to avoid his compromise.
2. Locating information to pass
 

Wherever possible the field office handling the double agent should locate appropriate information to be passed; however, the Bureau can assist in fulfilling requests for information in possession of Government agencies.
3. Obtaining Bureau authority
 

Bureau authority must be obtained to pass any information in a double agent operation except:

  - a. Newspaper articles
  - b. Magazine articles
  - c. Pamphlets, brochures, etc., prepared by a private company or corporation for distribution or sale to the public. (This does not include highly technical pamphlets, even if unclassified, which are prepared for limited use by engineering staffs and not intended for release to the public.)
4. Retention of copies of passed material
  - a. True copies should be retained by the office of origin of any documents or material related to the national defense which is passed in double agent operations.
  - b. Such material should be appropriately identified by the double agent.
  - c. Bureau Agents should not place identifying data on such material but should preserve any notes made by them in connection with the passage of such material.
  - d. Similar action should be taken with regard to any material which is passed which is considered evidentiary although not clearly related to the national defense.
  - e. It is not necessary to retain copies of build-up material obviously not evidentiary in nature where there is assurance that copies can be obtained at a later date from the Government agency or private concern having custody.]

#### I. SYMBOLS

1. [Assigning numbers]
  - a. All informants should be designated by a permanent symbol number of which the Bureau must be advised.
  - b. Potential security informants and confidential sources whose identity must be protected may be assigned permanent symbol numbers if they are producing sufficient information to warrant the use of such designations.
  - c. Individuals to whom permanent symbols assigned are not to be advised of such symbols.
  - d. An additional cover name or number should be used by informant in signing his statements and in communications between the informant and the field office.
  - e. Bureau should be advised of this cover name or number in addition to the permanent symbol.

## [2. Communications - use of symbols]

- a. After Bureau is advised of the permanent symbol, in subsequent communications true name of informant should not be set forth; use symbol number.
- b. In all communications after the initial letter, Bureau and field office file numbers for informant must be set forth.
- c. In communications between offices, the same procedure is to be followed.
- [d. Informants and sources entering another division]
  - (1) Active informants and sources entering another division on temporary basis for Bureau business or for personal reasons should be referred to in initial letter to interested office by true name and symbol number if it is necessary for the other division to know the identity of the informant. Office receiving such letter should make appropriate index cards and place same in "Informants and Sources in Other Divisions" index. Subsequent letters between interested offices may then identify individual by symbol number only.
  - (2) Individuals who leave the division where they have been furnishing information and do not plan to return should be immediately discontinued, their symbol number, if any, should be cancelled, and their true name should be used in all administrative correspondence.
  - (3) If an informant is transferred to another office and remains active, his identity must still be protected.
- e. In communications, the teletype abbreviation for the field office, symbol, and letter suffix "S" shall be shown to identify the informant; e.g., "NY 000-S."
- f. In communications concerning a potential security informant, the name of the potential security informant and abbreviation "PSI" shall be used; e.g., "John Doe, PSI."
- g. Similarly, in communications relative to confidential sources, the abbreviation "CS" should be used; e.g., "Richard Roe, CS."
- h. When symbol numbers are assigned to potential security informants, the designation should be as follows: "LA 000-PSI."
- i. In communications relative to a confidential source having a permanent symbol number, the following should be used: "CS LA 000-S."
- [j. In espionage and foreign nationality matters the caption of the communication should show in addition a character and the country designation (i.e., IS - R for Russia or IS - PO for Poland, etc.). This facilitates routing the mail at the Bureau.]

## J. INDEXING

- 1. True names and aliases of all informants, as well as the cover name or number assigned to them for informants' use in submitting their statements, but not their permanent Bureau symbol numbers, shall be indexed in the general office indices in the same manner as any other name.
- 2. These index cards should[show]the file number of the informant and such terms as "Informant" or "Potential Security Informant" shall not appear.

## K. INDICES

- 1. Alphabetical name index and symbol number index
  - a. Alphabetical name index
    - (1) In all offices all active potential security and security informant cards are to be kept by the SAC, ASAC, or security supervisor consistent with maximum security and best administrative practice. This is to be known as the alphabetical name index.
    - (2) File these cards in alphabetical order and also include cards for security confidential sources. These cards should show whether the individual is a potential informant, an informant, or a confidential source furnishing information on security matters.

- (6) Informants should include in the body of their statements specific dates and places; purpose of the meeting or activity being related; identities of speakers and persons present, plus their known status in any group; specific activity engaged in by each individual present; and comments made by each individual.
- (7) Informant should identify each page at the bottom by affixing his code name or code symbol (not his permanent symbol number or true name). Any corrections, erasures, changes, or additions should be similarly identified.
- (8) Agents' names should never appear on any page.
- (9) Informant should refer to himself in the body of the statement by his true name and he should use the third person.
- (10) Agent receiving written statement should not make any corrections, additions, deletions, etc., thereto, nor should he place any markings thereon, such as his initials, date of receipt from informant, permanent symbol number of informant, file numbers, indexing symbols, etc.
- (11) Do not block stamp or serialize. Receipt and serialization should be recorded on form FD-306 or on a channelizing memorandum which should contain the applicable items set forth on form FD-306.
- (12) Extraneous material should be kept to an absolute minimum. Informants should leave out such items as:
  - (a) Any reference concerning the Director and the Bureau
  - (b) References to other documents and statements submitted by the informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be furnished orally by informant to contacting Agent who will record the information in memorandum form for the informant file.

b. Furnished orally by informant

- (1) Contacting Agent should promptly reduce information to writing so that it will be accurately recorded as contemporaneously as possible with the making of the oral statement by the informant to the Agent. The following items furnished by informant should be left out:
  - (a) Any reference concerning the Director and the Bureau
  - (b) References to other documents and statements submitted by the informant
  - (c) Obvious administrative material, such as operational instructions given by contacting Agent to informant

These data should be recorded in memorandum form for the informant file.

- (2) Prepare on paper devoid of any Bureau markings or identification.
- (3) Date it at the top with the date the informant furnishes the information to the Agent. No other date is desired except the date of the meeting or activity which shall be set forth in the body of the statement.
- (4) Separate statements should be prepared for each meeting or each separate activity in which informants engage and should be dictated by the Agent as if the informant were preparing them himself.
- (5) The information, after being reduced to writing, should then be read promptly by the informant and acknowledged by him by affixing his code name or code symbol on each page. [In espionage and foreign nationality matters authentication by informants is necessary only where future prosecution is possible.]

- (6) After informant authenticates his statement, contacting Agent should prepare a cover sheet, form FD-306, which should be stapled to it and thereafter the statement should be handled as a written one in accordance with instructions set out in 2, a, (10), and (11).
- (7) Oral information furnished by informant purely of lead value should be incorporated in an office memorandum by the Agent and should not be initialed by the informant or exhibited to him or treated as evidence.

## 3. Transmission[of information]

- a. Statements should be personally delivered to contacting Agent by informants whenever possible. Careful consideration should be given to full security of all such personal contacts.
- b. They should never be mailed to field office or resident agency.
- c. If they cannot be obtained personally by contacting Agent, obtain confidential post office boxes for their receipt.
- d. Confidential post office boxes should be obtained under fictitious names and not under names of persons who may be listed in post office directory.
- e. More than one informant may send statements to a specific post office box, but consideration should be given to obtaining post office boxes in different post office stations to prevent suspicion on part of post office employees.
- f. Envelope enclosing statement should have return address of another confidential post office box obtained under a fictitious name in the same manner as d.
- g. Statements should be collected at post office boxes regularly, but time of pickup should be varied. Work out system of rotation whereby same Agent or Agents will not appear at same post office box for any extended period of time.
- h. When informant receives information of vital and immediate interest to Bureau, he should furnish it as promptly as possible to contacting Agent or office by most appropriate means of communication. Office should take any necessary action without delay.

## 4. Handling of lead information

- a. All lead information obtained from informant must be run out to a logical conclusion.
- b. If there is only partial name of individual or meager descriptive data, and if there is sufficient data available to do so, file should be opened and assigned to effect an identification and to take any necessary action.
- c. If there is insufficient information to warrant opening case, a tickler card should be prepared to follow with the informant and take other logical steps in an effort to obtain additional identifying data concerning the individual. Tickler cards should be restricted to information which would warrant investigation if an identity is established. This will eliminate inconsequential items, but at the same time definite steps must be taken to run out affirmative information. If no identification is made after reasonable effort, prepare memorandum for informant's subfile. If an identification is made, a file should be opened and any necessary action taken in connection therewith.

## 5. [Handling documentary]material furnished[by informants]

- a. Pamphlets and similar documentary material furnished by informants should have placed thereon the informant's code name or code symbol (not his true name or his permanent symbol number).
- b. Informant should affix date he received the material. If informant cannot recall date of receipt, the date he furnished material should be affixed.
- c. No additional markings of any kind, such as initials, date received, permanent symbol number of informant, file numbers, indexing symbols, etc., should be placed on documentary material by Agents or clerical personnel.

- b. As means of obtaining closer control, obtain signed statement set out below whenever feasible and practical. In those instances in which it is not practical to secure a signed statement from an informant or double agent, advise Bureau of complete details. The SAC and the Agent handling the informant or double agent should determine the appropriate time in the informant's operation when the statement should be completed.

I, \_\_\_\_\_, have voluntarily agreed to cooperate with the Federal Bureau of Investigation in a matter affecting the security of the United States. I consider it a patriotic duty to so cooperate and agree to maintain this relationship in strict confidence. I understand that I am not a Federal employee and will not represent myself as such. I further agree not to make any disclosure or exploit in any way information which I may obtain or any activity in which I may engage on behalf of the Federal Bureau of Investigation, both while I am actively associated with the Federal Bureau of Investigation and thereafter, unless authorized to do so by the Bureau.

(Signed) \_\_\_\_\_

Witnessed: \_\_\_\_\_

[8. Execution of party questionnaires]

- a. Informants, particularly in Communist Party, oftentimes must execute "Party" questionnaires and in doing so should be instructed to be extremely careful not to jeopardize their position as informants.
- b. If necessary, each item in questionnaire should be discussed with informant to be certain his identity as informant is protected.

[9. Informant's activity in organizations]

- a. Informants in organizations must be impressed with necessity of carrying on normal activity, such as canvassing, sale, and distribution of literature, leaflets, etc.
- b. When feasible, informants should be instructed to accept direction from leaders; request instruction and interpretation of the organization's precepts; request leaders to furnish sources for study purposes; and enter discussions, not quietly sit back as observers.
- c. Changes in the organization's conduct, policy, or strategy should be reported on as they occur. Have informants give their opinions of the motivation behind such changes, but be certain opinions and suggestions given are labeled as such.
- d. Informants must be encouraged to increase contacts within their orbit in order to gain higher positions, but at the same time they should be cautioned to do so in such a manner as to avoid suspicion.

[10. Transfer of informants to other areas]

- a. Keep alert to possibility of transferring informants to areas needing coverage through change in residence or employment.
- b. Keep in mind over-all coverage of organizations. If informant becomes prominent and may be able to expand his field of activity beyond your field division, by all means encourage him to do so in order to provide a wider coverage for the Bureau's work.

[11. Action by informant when uncovered]

- a. If informant is uncovered by subversive elements, he should be instructed to defend himself vigorously and demand proof of his informant activity.
- b. Suspicion in many cases is directed to an informant without facts to back it up and by bluffing informant may confuse the issue to the point where his services may not be lost. This procedure should be carefully handled and each situation considered on its merits.
- c. In some cases it may be necessary for informant to acquiesce to charges of deviation from the strict discipline of the organization involved, as by so doing he may cast off suspicion.

[ [12. Requests of informant to help defend others]

- a. If a security informant is requested by the Communist Party, communists being prosecuted by the Government, or by other interested parties to assist in the preparation of the defense in subversive-type cases or receives assignment where such information is readily available, informant should tactfully decline such assignments.
- b. Any such request received by informant should be reported immediately to the contacting Agent and made a matter of record.
- c. If the informant cannot avoid becoming involved, he should be instructed not to report to the contacting Agent any information pertaining to defense plans or strategy.
- d. Any such incident must be reported promptly to the Bureau.

G. INFORMANTS' INFORMATION

[ 1. General instructions[re oral and written information]

- a. Instructions regarding preparation, submission, and handling of information received from informants apply not only to security informants but also to potential security informants, panel sources, security confidential sources, and security sources of information.
- b. Specific instructions and guidance must be given to informants concerning preparation of statements containing their information.
- c. They should be submitted as quickly as possible after a meeting or activity.
- d. Written statements should be submitted whenever possible, but if such cannot be done information may be provided orally. [In espionage and foreign nationality matters written statements are usually necessary only in those instances involving possible future prosecution. (In the majority of cases diplomats or officials who are not subject to prosecution are involved.)]
- e. Carefully scrutinize each, bearing in mind that if informant is called upon to testify at a later date his statements will very likely be introduced in court.
- f. All information furnished by informants orally or in writing must be promptly reviewed, recorded, indexed, evaluated, channeled, and all necessary action taken. Form FD-306 may be used in lieu of a channelizing memorandum if desired. If so used, prepare copies of FD-306 as needed for dissemination and staple one copy to each copy of the informant's statement being channeled. Channelization should be noted on original FD-306 and on all copies under "Remarks."
- g. Prior to any prosecution or administrative hearing, advise the trial attorney that informant not only furnished information concerning instant case but also provided other statements not pertinent to case at issue. The trial attorney will thus be prepared in the event informant testifies on direct examination or cross-examination that he furnished information in addition to his testimony.
- h. See subsection M for instructions regarding filing informant statements.

[ 2. Recording[written and oral information]

- a. Written by informant
  - (1) May be in handwriting or hand printing of informant or typed.
  - (2) Original only should be submitted and informants should never retain any copies or notes relating thereto. Continuously check informants to see that they do not keep any notes or copies.
  - (3) Prepare on paper devoid of any Bureau markings or identification.
  - (4) Date when informant prepares statement should be placed at the top of it.
  - (5) All information obtained by informants regarding each meeting or each separate activity in which they engage should be submitted in one statement whether the information is of evidentiary or intelligence value.



## 4. [Recording investigative activity]

All investigative activity must be made a matter of record in the field office files with all sources of information being completely identified. Sources include all confidential informants - criminal or security. Agents must not have and use informants known only to the individual Agents personally.

## [F. INDOCTRINATION, [DIRECTION,] AND CONTROL OF [SECURITY] INFORMANTS

## 1. [Caution against divulging relationship]

- a. During initial development and consistently thereafter, impress upon informant the absolute necessity that he refrain from divulging through any media any information regarding his relationship with Bureau.
- b. These instructions must be properly worded and phrased to prevent any possibility Bureau's being accused of attempting to impose censorship.

## 2. [Developing additional background]

- a. During development of informant, additional data concerning his background should be continuously obtained from informant.
- b. After gaining informant's confidence, information will be elicited which may be pertinent to his operation and may have effect upon his retention, such as data revealing he is mentally or emotionally unstable, or has some personal problem which would make him a risk as an informant.

## 3. [Handling indications of instability]

- a. Details of any indications of instability should be furnished to the Bureau immediately upon being obtained, with recommendations as to informant's continuance.
- b. Set forth the steps being taken to prevent any embarrassment to Bureau.

## 4. Contacts[by Agents]

- a. [Except in espionage and foreign nationality matters where the frequency of contact is dependent on the circumstances of each case,] informants should be contacted as often as necessary, but at least one personal contact should be made every two weeks.
- b. If such frequent contacts cannot be established, obtain specific Bureau authority for an exception to this requirement[(except in espionage and foreign nationality matters).] In requesting such exception, set forth all attendant circumstances.
- c. During each contact, informant's activities since previous contact should be carefully reviewed and the contacting Agent should make certain the informant has furnished in writing or verbally all information and data which he has obtained since the last contact. If additional or supplementary information is furnished during this contact with the informant, this information should be handled in the same manner as outlined in subsection G.
- d. Contacting Agent should become so well acquainted with informant that he will not breach the confidential relationship. If there is slightest indication informant may do so, Agent should be able to anticipate this action and forestall it.
- e. Contacting Agent should not only collect information but also direct informant, be aware of his activities, and maintain such close relationship that he knows how informant is thinking with regard to Bureau connection. This relationship should not be so reciprocal that informant obtains information concerning Agent or Agent's business, personal or official.
- f. Good judgment must prevail in handling informant to see he does not become too familiar with Agent and later cause embarrassment to Agent or Bureau by using for his own advantage such knowledge which he may obtain.
- g. Promptly advise Bureau of any indication informant is wavering in Bureau relationship.

- h. Any arrangements for paying informant or personally contacting him must be specific and no doubt should be left in the minds of either the Agent or informant as to the methods of payment, amount, place, and time.
- i. Informants should be instructed to use only public telephones in communicating with contacting Agent and consideration should be given to furnishing informants the unlisted office telephone number for emergency communication. [This rule is not practical in all espionage and foreign nationality matters but should be followed where applicable.]
- j. Positive information received from informant should be the subject of a written statement by informant or a memorandum prepared by contacting Agent to be placed in the informant's subfile and appropriately channelized.
- k. Record dates of all contacts, whether negative or positive, in informant's administrative file. Memorandum or form FD-209 may be used. If informant contacted frequently, one memorandum or form may be used for several contacts.
- l. The dates of negative contacts and file numbers of the cases involved must appear in informant's administrative file. Where a file has more than one subject, the name of the subject under inquiry should also be noted. Do not set forth title of the case involved on the form.
- m. If positive information received from informant, show only dates of contacts in informant's administrative file. Place positive information in informant's subfile and appropriately channelize same.
- n. Alternate Agent should be designated for contacts with informant and former should be thoroughly acquainted with informant so that contacts may be handled by alternate Agent in absence of Agent to whom informant is assigned.

5. [Checking reliability]

- a. Reliability of informants must be constantly checked.
- b. Consideration should be given to use of any investigative technique deemed necessary to be certain they are completely reliable and are furnishing accurate, truthful information.
- c. Checks on reliability must be constantly reviewed during time informant is active.

6. Fingerprints

- a. After informant has been developed and unless some reason to the contrary exists, obtain and forward his fingerprints to Identification Division if they are not on file there.
- b. If informant refuses, do not force the issue.
- c. Informant's fingerprints, when obtained, should be forwarded as enclosure to FD-165 using applicant-type fingerprint card, form FD-258. This card should be properly executed showing subject's complete description, including date and place of birth. Appropriate field office should be shown as contributor, field case file number in number space, and "inquiry" in space for "company and address" on face of card.
- d. A flash notice is to be placed by the field in the files of the Identification Division by submission of form FD-165, using informant's true name for each informant who has fingerprints on file.
- e. When informant is discontinued, retain flash notice for one year following discontinuance. Insure that notice is canceled at that time by submission of form FD-165 or advise Bureau as to why notice should be continued. If fingerprints obtained solely for this purpose, remove fingerprints from criminal file.

7. [Control - statement of cooperation]

- a. Close control must be exercised over activities of informants and double agents in order to obtain maximum results in security cases and to prevent any possible embarrassment to Bureau.

8. [Potential security informants in espionage and foreign nationality cases many times present special problems which limit or govern the scope of the initial investigation. (See instructions re contact cases and deseco program, section 105K, 6b and 6h, volume IV, of this manual.) However, where practical the above items should be covered.]
9. Leads to obtain background data must be handled by auxiliary offices within 30 days.
10. Investigation as outlined above must be completed prior to any request to guide, direct, and develop an individual as a potential informant.

[D. INTERVIEWS[AND DEVELOPMENT OF]POTENTIAL[SECURITY]INFORMANTS

1. When background information obtained as described under subsection C, transmit results to Bureau in the same numerical sequence as set out in subsection C, and request authority to develop individual as a security informant.
2. When authority is granted by Bureau, steps should be taken to develop his potentiality and he should be made aware of Bureau policy.
3. Carefully plan initial interviews as to time and location to prevent any embarrassment to Bureau.
4. Do not interview female potentials in their own homes or apartments unless necessary and all such interviews[in their residences]should be conducted by two Agents[after specific approval of the]superior in the field office responsible for development of informants. [This instruction is not applicable where active investigation has established that the potential informant is of good character, there is no indication of affiliation with subversive groups, and there will be no embarrassment to the Bureau.
5. Except in espionage and foreign nationality matters where contact is maintained on a periodic basis dependent on the circumstances of the case,]potential informants should be contacted personally at least once every two weeks in the same manner as informants.
6. Advise Bureau of progress being made at least every four months. These progress letters should contain informative summary of information furnished during past four months and must include certifications regarding potential informant's stability and reliability and his indoctrination against disclosure. These certifications may follow the wording suggested under section 107N,[3b, (11) and (12)]. (Refer to section 105K, 6h, (3), (b), volume IV, of this manual for exceptions to this rule in deseco matters.)]
7. Post records of contacts with potential informants so that the cases will not become delinquent.
8. During interviews with potential informants, if it develops individual does not have the necessary capabilities, discontinue efforts.
9. Potential informant should have contacts, associates, or possibilities for engaging in activity through which he can obtain and furnish current information of Bureau interest in security field.
10. If individual does not have potential as above described but is willing to cooperate, consider indicating to him he can be of assistance if he places himself in a position where he may be able to obtain information of value. In this regard, address of local headquarters of subversive organizations or meeting places of subversive groups may be mentioned to the individual as places where it may be possible for him to obtain information if he so desires; also, it may be mentioned that if he subscribes to periodicals or frequents such places above mentioned, he may be approached or an interest may be shown in him which,if developed, would be the means whereby he could obtain information.
- [11. Inform potential informants who agree to assist the Bureau that such assistance must be strictly voluntary and they are to understand that there is no coercion or intimidation involved.

12. During initial stages of development and on occasion active informants may raise a personal question concerning their own position if it becomes known publicly that they are affiliated with a subversive organization. In the event a potential informant or informant inquires as to what can be done for him in such a case, he may be told that his cooperation is a matter of record in the FBI and if some question arises concerning his loyalty we will consider making the facts of his cooperation with the FBI known to his employer or to the responsible individuals. It should be pointed out that this action may make it impossible for him to continue on behalf of the FBI and the service which he is performing for his country may be terminated. Before taking steps to advise anyone of a potential informant's or informant's cooperation, prior Bureau authority must be obtained.
13. Specifically advise each potential informant that he is not and cannot consider himself a Bureau employee or "undercover Agent" of the FBI. In this regard, the seriousness of violating the impersonation statutes must be impressed upon the informant.
14. Advise potential informant that his cooperation must be strictly confidential at all times and if he should feel he cannot maintain this confidence he should so advise. There should be no doubt left in the mind of the informant that his relationship must remain on a confidential basis and if he violates the confidence he will be of no value and by so doing the Bureau's investigative activity may be jeopardized. This must be thoroughly impressed upon the informant before you accept him as such. If the informant has a special problem which would require his revealing his relationship to his wife, etc., this should be learned from him during the initial interview and a recommendation made to the Bureau when the results of the interview are furnished. The special circumstances will be taken into consideration by the Bureau.
15. If a prospective informant is connected in any manner with a labor union, inform him that the Bureau is not interested in employer-employee relationships as such and is only concerned with obtaining information on the infiltration in labor unions by subversive elements.
16. If the potential informant is a student, teacher, or has any similar relations with a school, college, or university, in his initial interview and subsequent handling, be sure to follow current instructions concerning investigations on the campuses of colleges and universities.
17. From the first interview with a potential informant through his development and until he is discontinued, extreme caution should be used at all times to be certain he is not a plant.
18. When potential informant begins to furnish current information and otherwise qualifies for designation as informant, assign permanent symbol number and advise Bureau. This communication must be personally initialed by SAC or ASAC acting in his absence; individual's background must also be thoroughly reviewed at this time, keeping in mind possibility of using informant as a potential witness. If individual has any weaknesses, set forth safeguards being followed to insure security and to prevent embarrassment to Bureau.]

#### E. BUREAU POLICY

- [1. Development of military personnel]  
Do not develop informants among military personnel on military reservations, establishments, etc., unless specifically approved by the Bureau.
- [2. Contacts by designated Agents]  
Contacts with an informant or potential informant should only be made by the Agent or Agents specifically designated[to contact him.]
- [3. Divulging information to informant]  
No information should be divulged to[a potential]informant[or an informant] concerning any of the Bureau's investigative activity other than that which is essential to[his]proper operation.

## A. DEFINITIONS.

1. Security informant  
Individual actively engaged in obtaining and furnishing current information on security matters exclusively for Bureau and whose identity must be protected. Such person should be a member or attend meetings of a subversive organization, such as the Communist Party; or be in such a position relative to a subversive organization, or espionage activities or intelligence activities in the U. S. on behalf of foreign principal that he is able to obtain and does provide current information of value.
2. Potential security informant  
Individual in a position to become active in a subversive organization or espionage or intelligence activities in the U. S. on behalf of foreign principal or can become closely associated therewith, and is making affirmative effort through associations or contacts so that he can be in a position actively to obtain and furnish current information to Bureau.
- [3. Double agent  
A specialized type of security informant; a person who is cooperating with, receiving assignments from, and performing tasks for both a foreign intelligence service and the Bureau under the Bureau's guidance.
4. Confidential source  
An individual who on a confidential basis furnishes information available to him through his present position. Examples would be; bankers, telephone company employees, American employees of foreign official establishments, employees of the United Nations Secretariat, and individuals who furnish trash in connection with trash covers. These individuals make no concerted effort on behalf of the Bureau but merely obtain and furnish information readily available to them.]

## [B. SOURCES OF POTENTIAL[SECURITY]INFORMANTS

Informants should be developed on all organizations and individuals which are inimical to the internal security. Experience has shown that potential informants may be obtained through alertness in the course of normal investigative activity. Live informant coverage depends for the most part upon initiative and resourcefulness of individual Agents and SACs. For assistance in obtaining potential informants, the following is suggested:

1. Evaluation of
  - a. Complainants in security matters
  - b. Persons interviewed in connection with security cases
  - c. Subjects of security investigations looking for indications of disaffection, disgruntlement, loss of interest, inactivity, financial hardship, or other repudiation of party loyalty
  - d. Bureau applicants as possible informants
  - e. Personal friends and contacts of Special Agents and other Bureau employees
  - f. Sources of information, confidential sources, and contacts on continuous basis
2. Review of closed security files on individuals.
3. Review of communist index
4. Ascertain possibilities of reactivating former confidential informants.
5. Survey possibilities of trash covers.
6. Review factionalism section of file on Communist Party, USA.
7. Consultation with present informants regarding indications of disaffection on the part of Communist Party members. They, of course, should not be informed as to the purpose of the inquiry.
8. Review of files on communist front organizations looking for individuals who have been associated with only one or two fronts or who attended only a few meetings of a front. Such individuals frequently are innocent of communist propensities, yet they have a basis for cultivating the acquaintance of party members. The Progressive Party file also might prove a fertile field.

9. Investigation of communist petition signers who are acquainted with Communist Party functionaries
10. Be alert to receive any suggestions of plant executives and highly placed personnel who are reliable and friendly to the Bureau concerning members of subversive organizations who might cooperate with the Bureau or employees who might be willing to infiltrate a subversive organization. In the past such contacts have on occasion resulted in the plant's making available the services of an employee who already is an informant of the management.
11. Personnel directors in plants frequently are able to advise of members of communist-dominated unions who retain their membership merely to hold their positions.
12. With regard to both 10 and 11 above, if possible, the official should suggest to the potential informant that he contact the Bureau rather than have an Agent originate the contact.
13. After the Bureau has notified the armed forces of a communist in an industrial plant having armed forces contracts, the communist frequently recants when he is informed of the charges and is facing the possibility of dismissal or transfer to a nonrestricted position in the same plant. At such a time, officers friendly to the Bureau sometimes suggest that the person advise the Bureau of his past activities. Be alert to take advantage of such cooperation when offered.
14. Review of Communist Party registration records to ascertain what individuals merely registered but never became active
15. Use of a reliable third party to make the contact with a possible informant when direct contact by an Agent is inadvisable. Request Bureau to furnish the services of an individual who is available for such a contact.
- [ 16. Officials and employees of foreign establishments in the U. S.
- [ 17. Employees of the United Nations Secretariat
- [ 18. Contacts (business, social, or otherwise) of foreign officials stationed in the U. S.
- [ 19. Individuals who because of background, employment, or social status are in a position of intelligence interest to a foreign principal and who will undertake intelligence assignments under the guidance of the Bureau. (See deseco program, section 105K, 6h, volume IV, of this manual.))

## [C. INVESTIGATION OF POTENTIAL[SECURITY]INFORMANTS

When a decision made to consider a particular individual for informant purposes, background investigation must be conducted. This should consist of the following:

1. Check of field office files for derogatory information, particularly of a subversive nature
2. Discreet canvass of other informants to ascertain if the potential informant is known to current informants of your office
3. Inquiries of discreet nature to obtain information concerning the individual's personal history (date and place of birth, etc.), patriotism, health, reliability, stability, integrity, general reputation, present and past employments, and business connections. Background investigation must definitely establish that the potential informant can be utilized without any danger of future embarrassment due to instability or unreliability. Securing background information from the potential informant is not sufficient; the background of the individual must be established by the investigation.
4. Check of local credit and arrest records. Obtain necessary data for the completion of an FD-9 form which should be transmitted to the Identification Division to obtain the record, if any, of the informant.
5. Armed services record should be reviewed if the individual is a veteran.
6. Check draft status or status in the armed forces reserve.
7. Domestic status and if any marital difficulties all details should be obtained.

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8. Instruct each interested Bureau office which has made further dissemination of such information to follow the instructions set forth above.
9. Also set up a control file regarding this corrective action, and upon completion of same submit to the Bureau a final letter under the informant's caption identifying each case by title, character, Bureau file, where known, and date of communication.
10. This letter will be used to check all pertinent Bureau files to see that necessary corrective action has been taken in each instance.
11. If necessary, other field offices which have received information from the informant should also be requested to submit summary letters showing what corrections have been made.
12. It is imperative that all information from the informant be correctly labeled and great care must be taken to see that this is done.
13. Occasionally, an ex-informant through his speech, writings, or actions raises a doubt as to his reliability subsequent to the time he was an informant. It is not necessary to go back and change the evaluation of the information attributed to that individual in the absence of a definite indication that the informant furnished unreliable information to the Bureau while he was an informant.
14. Dissemination of information from sources of questionable reliability and known unreliability should be made in accordance with part II, section 5, of the Manual of Rules and Regulations.

#### T. CLASSIFICATION - 134

#### U. CONFIDENTIAL SOURCES

##### 1. Definition

[See page 3 of this section.]

##### 2. Assignment of symbols

- a. A symbol number may be assigned if an unusual security problem exists, or if typing would be saved.
- b. Advise Bureau by letter giving name, address, business affiliation, symbol number, reason for assigning a symbol number, and a brief statement concerning type of information furnished.
- c. The abbreviation "CS" may be used in intra-Bureau communications for confidential source. [Communications relating to espionage and foreign nationality matters should in addition have a character indicating the country involved; e.g., ]IS - R for Russia.]
- d. When a permanent symbol has been assigned to a confidential source, the abbreviation "CS" is to appear before the symbol number; e.g., CS NY-000-S.
- e. Symbol numbers assigned to confidential sources are to be taken from the series of symbol numbers used for your security and criminal informants.

##### 3. Index

- a. Index cards (3 by 5 inches) like those prepared for informants must be made up and filed as an adjunct to the criminal informant index or the security informant index, depending on the type of information furnished.
- b. The symbol index is handled similarly to the symbol index on informants.
- c. Duplicate confidential source cards may be maintained with the criminal informant index and the security informant index if the source furnishes information of value in both types of investigations.

##### 4. Files

When active investigation is initiated relative to an individual who has potential as a security confidential source, a 134 classification file should be opened and maintained in a pending status until efforts to develop the individual are discontinued. The same procedure should be followed concerning racial confidential sources, the classification being 137. Files may be opened on confidential sources in criminal matters in a manner identical with that for handling criminal informant files in the discretion of the SAC.

## 5. Utilization

- a. If confidential source is to be used for assistance in security or racial investigations, secure Bureau approval, and background data must be furnished to the Bureau of the same type which is required for potential security and potential racial informants.
- b. Except in espionage and foreign nationality matters in which the frequency of contact is dependent upon circumstances of the individual case, confidential sources on whom pending files are maintained should also be contacted at least once every two weeks in the same manner as security informants.
- c. Records of contacts with confidential sources who have pending files may be posted.
- d. Contacts with confidential sources should only be made by the Agent or Agents specifically designated for that purpose.
- e. The letter to the Bureau requesting authority to use a subject as a confidential source is to set out clearly the following information:
  - (1) Background information, including date and place of birth, citizenship status, residence, employment, credit and arrest record, and service record, if any.
  - (2) Details of the expected cooperation of captioned individual as a confidential source, together with the results of any interviews conducted with him.
  - (3) A statement to the effect subject is being considered a confidential source and that he will be advised he is not a Bureau employee and of the confidential nature of his relationship with the Bureau. In addition, a statement should be made that you will be alert to be certain subject is not a plant, and if he is connected with a labor union he will be advised of Bureau policy on labor matters.
- f. [One of the required copies of the letter requesting authority to use a subject as a confidential source should consist only of the first page of the letter.] If the request is approved at the Bureau, a stamped notation will be placed on the [single-page] copy and [it will be] returned to the field indicating that authority is granted to consider subject as a confidential source. Letters requesting such authority are not to be transmitted to the Bureau until subject is sufficiently cooperative and all necessary background information obtained.

## 6. Security and racial confidential sources - certification of stability and payments

- a. Every four months a letter of justification should be submitted to the Bureau requesting continuation of payments to security and racial confidential sources. See 107N, 3b, for form of letter.
- b. If the security or racial source is not being paid on Bureau authorization and is being used regularly, the Agent handling the source must dictate a memorandum to the SAC for the file containing the same certification as to stability and reliability as required by payment letters.

## 7. Gifts

Gifts to sources shall not be reclaimed as blue slip items.

## 8. Discontinuance

Advise Bureau when confidential source is discontinued, and the reasons therefor.

SECTION 87  
PART I  
(1969 TO PRESENT)

*This document is prepared in response to your request and is not for dissemination outside your Committee. Its use is limited to official proceedings by your Committee and the content may not be disclosed to unauthorized personnel without the express approval of the FBI .*

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- f. Copies  
Furnish 5 copies of reports and LHMs except where instructed otherwise in individual cases.
- g. Closing of case  
If it is determined subject organization is not currently engaged in subversive activities, submit pertinent facts in closing report.

C. INVESTIGATION OF INDIVIDUALS

1. General policy

- a. Purpose  
To develop evidence of any violations of the statutes enumerated in A. 1. above and keep the Department and other agencies and officials of Executive Branch advised of information developed which pertains to their areas of responsibility and interest.
- b. Individuals to be investigated  
Investigations should be conducted to fully identify and determine the activities and affiliations of persons who:  
Are reported to be engaged in activities which may result in a violation of statutes enumerated in A. 1. above. This includes individuals who are current active members of subversive organization or movement. Where formal membership in a subversive movement does not exist, it includes individuals who are actively supporting the subversive goals of the movement.  
Priority investigative attention should be given to individuals who are known or suspected of being involved in subversive activities which are of a clandestine, underground, or violent nature.
- c. Limitations on investigations  
All investigations conducted should avoid nebulous or sweeping inquiries which are not relevant to objectives. Under no circumstances should an investigation be conducted of any individual merely on the basis that such individual supports unpopular causes or opposes Government policies.
- d. Investigations requiring FBIHQ approval  
Obtain FBIHQ approval for investigation of:
  - (1) U. S. Government employee
  - (2) Officials or employees of United Nations or other public international organizations of a governmental or quasi-governmental nature.
  - (3) Officials or employees of foreign diplomatic establishments or governments, or foreign exchange participants (representatives of foreign countries who are in U. S. as part of official exchange program).
  - (4) Faculty members of institutions of learning.  
FBIHQ approval is not required for investigation of student or nonacademic employees of institutions of learning in the absence of unusual circumstances. If during a pending investigation it is discovered that the subject fits one of above categories, suspend active investigation and advise FBIHQ with recommendation as to further action.
- e. Members of United States armed forces  
No investigation should be conducted of active [members of U. S. military forces or retirees from the "regular" components of the armed forces who are subject to Article 2 of the Uniform Code of Military Justice and over whom the military retains control (retirees from military reserve forces are not subject to the Uniform Code of Military Justice).] If it is determined that a subject fits in this category, terminate investigation and promptly furnish pertinent data to appropriate counterintelligence branch of U. S. armed forces. Advise FBIHQ in form suitable for dissemination.

- [f. Candidates for or occupants of elective public office  
Upon learning of the candidacy for public office of a member of a subversive organization, the office of origin should promptly furnish FBIHQ with a communication suitable for dissemination setting forth sufficient identifying data and a brief summary of the individual's subversive activities together with details of the individual's candidacy for public office. In the absence of a violation of a specific Federal statute, no investigation should be conducted until subject's candidacy for public office is resolved. Information received during the period of the individual's candidacy indicating a specific violation of Federal law(s) should be furnished FBIHQ by means consistent with the exigencies of the situation along with recommendations as to additional action warranted. Other unsolicited subversive information received from sources and informants or obtained incidental to other investigations should be channeled to the individual's file and, when appropriate, furnished FBIHQ in disseminative form with recommendations as to additional action warranted.]

Results of candidacy in every instance should be furnished FBIHQ under individual caption. Should the candidate have been defeated, necessary communication should contain recommendations as to additional action warranted. Should the candidate be elected, necessary communication should contain statement that in the absence of information indicating a specific violation of a Federal statute, no additional investigation will be conducted. At such time as the individual ceases to serve in public office, the office of origin should submit such information to FBIHQ accompanied by recommendations as to additional action warranted. Should information be received indicating a violation of a specific Federal statute while the individual is in office, receiving office should submit pertinent information to FBIHQ by means consistent with the exigencies of the situation along with recommendations as to additional action deemed warranted.]

## 2. Investigative procedures

## a. Scope of investigation.

Data concerning the following items should be developed and reported, if pertinent:

- (1) Background information, including
  - (a) True name and aliases.
  - (b) Date and place of birth. [Where practicable, verify through appropriate bureau of vital statistics or birth registrar.]
  - (c) Residences, past and present.
  - (d) Occupations and employments, past and present.
  - (e) Citizenship status; where applicable, naturalization data.
  - (f) Family background. If available, include identities of immediate family and any information indicating they are employed in sensitive positions or by U. S. Government. If member of immediate family is known to be engaged in subversive activities, include succinct resume.
  - (g) Military records, including any service in foreign forces.
  - (h) Educational background.
  - (i) Arrest record and disposition of charges.
  - (j) Physical description. Make reasonable effort to secure photograph.
  - (k) Handwriting and/or handprinting specimens should be obtained, if readily available, and kept in case file. Special efforts should be made to secure such specimens with regard to leaders of subversive groups and they should be furnished to FBIHQ by letter for attention of FBI Laboratory to be included in National Security File.
- (2) Subversive activities and affiliations, including
  - (a) Information concerning membership in subversive movements, organizations or front groups, date and circumstances of admission, positions held, and participation in activities of organization (e.g., attendance at meetings or other functions, fund-raising or recruitment efforts on behalf of organization, contributions, etc.)
  - (b) Statements made or other factors which indicate awareness of the subversive nature of group, including involvement in underground operations, and/or in any other illegal or violent actions promoted by organization or movement.
  - (c) Information tending to show subject's importance in subversive movement or organization, e.g., degree of influence and leadership exercised, close association with national or local leaders, participation in policy decisions.

## b. Investigative steps

The following steps should be considered, but are not all inclusive.

- (1) File reviews. Office indices should be checked. Any pertinent information developed should be included in initial report. Where logical, check files of other field offices and/or FBIHQ.
- (2) Public source material. Make full use of public records and public sources of information, including hearings of congressional or other Government committees both state and Federal, and publications, including those issued by subversive groups.
- (3) Check of files of other government agencies, both Federal and local, which could logically be expected to have pertinent information.



### 3. Reporting Procedures

#### a. General

- (1) Pertinent information developed during investigation may be reported either by report or LHM.  
Reports should be submitted:
  - (a) When setting out results of extended inquiries such as summary of subject's activities.
  - (b) When subject is being recommended for inclusion in ADEX.

LHM should be used to report timely or significant information regarding subject's current activities.

- (2) All communications should be limited to:
  - (a) Information regarding subject's subversive activities, sympathies, and affiliations.
  - (b) Pertinent background data concerning subversive individuals or groups with which subject is connected.
  - (c) Essential background data regarding subject.

They should not include information regarding subject's social or personal affairs or other background data not relevant to subject's subversive activities or affiliations.

- (3) Information in both reports and LHMs should be organized under topical headings. Main headings and subheadings should be employed to make the communication as readable as possible.

#### b. Summarizing information.

When reporting information of repetitious or cumulative nature, such as attendance at regular meetings of subversive group, use summary narrative statement. Exact dates are not needed, but time period involved should be indicated. Summary statements must be statements of facts and not conclusions. Information from different sources should be reported separately and any significant items must be set forth in detail.

#### c. Administrative or Cover Pages

##### (1) Material to be included

Pertinent information concerning following should be included in administrative pages of report or cover communication of LHM: References to other reports or correspondence, ADEX status, reference to security flash notice (FD-165) or transfer of origin (FD-128), reason for classification, if any, documentation of data contained in report or LHM, identities of confidential sources, leads, and other administrative or noninvestigative material. Use form (FD-305) for ADEX cases. If used, nonsymbol source page should be last page.

##### (2) Documentation

- (a) In documenting information originating with another field office, file number of original document need not be shown provided source, date information received, and receiving Agent are identified.
- (b) Do not conduct extensive inquiries to document background information.
- (c) In characterizing persons who associate with subject, identify source but further documentation not required.

#### d. Office of Origin

Office covering place where subject's principal subversive activities occur or originate should be origin. In unusual circumstances where

there is doubt as to which office should be origin, request FBIHQ to designate office of origin.

e. Title of communications

Normally, only one subject should be carried in title of each report or LHM and separate reports should be submitted for each subject regardless of relationship. However, when reporting virtually identical information concerning two related individuals (e.g., travel data concerning a husband and wife) an exception can be made and single LHM or report submitted. In such cases dual captions should be used and an extra copy of communication provided.

f. Classification - 100

g. Character

(1) Designation "Subversive Matter" (or abbreviation SM) should be used in all cases. Add organizational affiliation when chief group with which subject is connected is under current investigation or has approved [characterization.]

Example: Subversive Matter - CPUSA

Subversive Matter - SWP

(2) Where meaningful organization affiliation cannot be shown, use caption "Subversive Matter."

h. Copies of reports or LHMs

In all instances furnish four copies to FBIHQ to cover dissemination to Department (2) and Secret Service (1). Where it appears dissemination will be made to other agencies at FBIHQ level, furnish one additional copy for each such agency involved.

i. Status

Carry cases as pending until logical inquiries aimed at resolving purpose of investigation have been completed. As minimum, case should be kept pending until essential background data regarding subject has been secured and sufficient information developed to present good picture of nature and extent of subversive activities engaged in by subject.

j. Closing and reopening of cases

If it is determined that subject's current activities do not involve an actual or potential violation of one or more of the statutes enumerated in A. 1. above, case should be closed.

Case may be reopened at a later date if additional information is received which indicates subject's subsequent activities involve or may result in a violation of the statutes cited in A. 1.

k. Subject traveling abroad (Also see section 105G volume IV, of this manual).

Take following action when information is received that subject of current investigation intends to travel abroad or has departed on foreign travel (except where travel is of brief duration and is known to be for innocuous purpose, such as vacation):

(1) Immediately notify FBIHQ of available details concerning travel, including places and dates of departure and intended return, destination, itinerary, purpose of trip, and pertinent passport data. Include full description of subject, including aliases. Set out concise resume of available subversive data regarding subject. Do not delay advising FBIHQ while developing details if time is of essence.

- (2) If necessary, set out lead for WFO to check records of Passport Office, Department of State.
  - (3) Pertinent information is furnished Department of State, Central Intelligence Agency (CIA), and interested Legal Attaches. Furnish FBIHQ with six copies of LHM (2-Department, 1-Secret Service, 1-State, 1-CIA) plus an additional four copies for each Legal Attache Office which covers area in subject's itinerary (1-Legat, 3-Legat's sources). Also, furnish one copy of subject's photograph, if available, for each Legat Office involved. If stop should be placed with security services abroad, so indicate in cover letter. Set out requests for investigation abroad on separate numbered page captioned "Leads" at end of LHM. Request should not refer to Legal Attache or request investigation by any particular service.
  - (4) Advise FBIHQ promptly by LHM of subject's return. Reference any prior memoranda dealing with the subject's travel. If subject has traveled to a communist country, furnish recommendation as to interview and advise whether additional investigation being conducted.
  - (5) Take following action when information is received that organization or individual engaged in subversive activities is forming tour group for foreign travel:
    - (a) Advise appropriate offices, under caption of tour group or organization, as to identities of individuals participating in tour and furnish LHM to FBIHQ for dissemination to State Department, CIA, and interested Legal Attaches. Include readily available information pertaining to tour, such as itinerary, dates, names, and addresses of participants, and [characterization] of organization or individual sponsoring tour.
    - (b) Other offices should immediately identify participants residing within their respective territories and submit LHMs on those of security interest. Refer to LHM previously prepared under caption of tour group or organization. In cover letter, list participants on whom there is no subversive information.
1. Submission of information on members of subversive groups.
- (1) Offices covering national headquarters or local units of subversive groups should promptly furnish FBIHQ names and identifying data regarding persons affiliated with such groups. Furnish information by letter, and indicate list is being furnished for indexing purposes.
  - (2) Information regarding subversive affiliation of individuals residing in territory of other offices should be furnished to latter.
  - (3) Subscription lists of publications of subversive organizations should be indexed in field office covering address shown for subscriber but should not be forwarded to FBIHQ.
- m. Control files on former members of subversive organizations.
- (1) Offices having sufficient volume may, at the option of the appropriate supervisor, maintain control files on former members of subversive organizations. Such files will preclude necessity for extensive file reviews to identify persons who are in position to furnish information of value in particular cases.
  - (2) Where appropriate, make copies of communications for these files. Insofar as practical these files should contain following information regarding ex-members of subversive groups: background, type of information possessed, time period covered, availability for interview and for testimony.

- n. Channeling information to case files
    - (1) Memoranda regarding membership or activity in subversive organizations, including summaries of informant reports, should be channeled to case files of individuals involved. When information from informants or surveillances is channeled to individual case files, it should be documented.
    - (2) When preparing lengthy channeling memoranda reporting material of interest to other offices, limit number of copies prepared to two for each other office. Clearly indicate next to names of other offices the page number containing information of interest and note on cover page that distribution of material to individual case files should be handled by recipient offices.
  - o. Movement of subjects between offices
 

If office of origin receives information that subject of current or past investigation changes residence to territory of another division, office of origin request verification within 30 days. If new residence confirmed, office of origin submit FD-128 to transfer origin. Office of origin should furnish new office with any pertinent subversive data which has not previously been reported in a form suitable for dissemination, or suitable for incorporation in an LHM or report.
  - p. Destruction of Channeling Memoranda
 

At the option of appropriate field supervisors, in order to avoid the accumulation of channeling memoranda in a case file as well as to facilitate the subsequent preparation of LHMs or reports, the following procedure may be used: Files may be reopened for preparation of an "investigative insert" for later inclusion in a LHM or report, using T symbols identifying informants who have furnished prior information. Agent preparing this insert should also prepare a cover memorandum showing what serials in the file have been covered by his review and also identifying all symbol number informants involved and indicating the location of the original data (similar to documentation in the cover pages of a report). The channeling memoranda covered in the review can then be destroyed and the "investigative insert" along with its cover memorandum can, if necessary, be forwarded to another field division in the event the subject moves.
- [ 4. Urban Guerrilla Warfare  
 (Instructions relating to investigations of above subject matter are contained in section 122, item A8, Manual of Instructions.) ]

#### D. DISSEMINATION OF DATA DEVELOPED

##### 1. General Policy

Information developed during these investigations should be furnished to other agencies in Executive Branch which have a legitimate interest. See MRR, part II, section 5, pertaining to Bureau's overall responsibilities and policies in dissemination.

Do not disseminate earlier reports without reviewing them to insure they meet current reporting standards. If they are unsuitable for dissemination, prepare LHM containing pertinent information.

##### 2. Specific requirements

Following instructions cover representative situations which occur frequently.

##### a. Members of armed forces

Delimitations Agreement between FBI and armed forces intelligence agencies (see section 102B, volume IV, of this manual) requires free exchange of all information of mutual interest between subscribing agencies. Immediately refer any derogatory or possibly significant information developed concerning members of military services, including contacts with individuals or groups of security interest, to military service having primary responsibility.

A. GENERAL GUIDELINES

1. Investigative jurisdiction

FBI investigations under this section are based on specific statutory jurisdiction and Departmental instructions.

Investigations conducted under this section are to be directed to the gathering of material pertinent to a determination whether or not the subject has violated, or is engaged in activities which may result in a violation of, one or more of the statutes enumerated below; or in fulfillment of Departmental instructions.

There are three principal statutes which provide a basis for these investigations, as follows:

a. Rebellion or insurrection (T18, USC § 2383).

"Whoever incites, sets on foot, assists, or engages in any rebellion or insurrection against the authority of the United States or the laws thereof, or gives aid or comfort thereto, shall be fined not more than \$10,000 or imprisoned not more than ten years, or both; and shall be incapable of holding any office under the United States."

b. Seditious conspiracy (T18, USC § 2384).

"If two or more persons in any State or Territory, or in any place subject to the jurisdiction of the United States, conspire to overthrow, put down, or to destroy by force the Government of the United States, or to levy war against them, or to oppose by force the authority thereof, or by force to prevent, hinder, or delay the execution of any law of the United States, or by force to seize, take, or possess any property of the United States contrary to the authority thereof, they shall each be fined not more than \$20,000 or imprisoned not more than twenty years, or both."

c. Advocating the overthrow of the Government (T18, USC § 2385).

"Whoever knowingly or willfully advocates, abets, advises, or teaches the duty, necessity, desirability, or propriety of overthrowing or destroying the government of the United States or the government of any State, Territory, District or Possession thereof, or the government of any political subdivision therein, by force or violence, or by the assassination of any officer of any such government; or

"Whoever, with intent to cause the overthrow or destruction of any such government, prints, publishes, edits, issues, circulates, sells, distributes, or publicly displays any written or printed matter advocating, advising, or teaching the duty, necessity, desirability, or propriety of overthrowing or destroying any government in the United States by force or violence, or attempts to do so; or

"Whoever organizes or helps or attempts to organize any society, group, or assembly of persons who teach, advocate, or encourage the overthrow or destruction of any such government by force or violence; or becomes or is a member of, or affiliates with, any such society, group, or assembly of persons, knowing the purposes thereof--

"Shall be fined not more than \$20,000 or imprisoned not more than twenty years, or both, and shall be ineligible for employment by

# SECTION 7. INVESTIGATIONS OF SUBVERSIVE ORGANIZATIONS AND INDIVIDUALS

the United States or any department or agency thereof, for the five years next following his conviction.

"If two or more persons conspire to commit any offense named in this section, each shall be fined not more than \$20,000 or imprisoned not more than twenty years, or both, and shall be ineligible for employment by the United States or any department or agency thereof, for the five years next following his conviction.

"As used in this section, the terms 'organizes' and 'organize', with respect to any society, group, or assembly of persons, include the recruiting of new members, the forming of new units, and the regrouping or expansion of existing clubs, classes, and other units of such society, group, or assembly of persons."

The courts have interpreted this statute to require advocacy to action, i.e., advocacy to do something, now or in the future, rather than merely to believe in something.

In addition to the three principal statutes outlined above, there are two other statutes which might provide a statutory foundation for an investigation under this section. These are:

- d. [Internal Security Act of 1950 (T 50, USC, § 783a)

In addition to the three principal statutes outlined in subparagraphs a., b., and c., the Internal Security Act could provide a statutory basis for investigation of certain cases under this Section. This Act makes it unlawful to knowingly contribute to the establishment of a totalitarian dictatorship within the United States which is controlled by a foreign government, organization, or individual.]

## 2. Prosecutive determination

All discussions pertaining to the prosecutive potential of investigations initiated under this section will be conducted by FBIHQ with Departmental officials. These cases should not be discussed with local U. S. Attorney's office without FBIHQ approval.

## 3. Related statutes

There are a number of other statutes under the FBI's investigative jurisdiction which should be borne in mind in handling these investigations. Information concerning possible violations of such statutes is frequently developed during these investigations. Where this occurs the field should consider the desirability of conducting investigation in line with the policies and procedures governing the statute in question.

A list of other Federal statutes which may arise during these investigations is outlined in an appendix to this manual. .

## 4. Definitions

The term "subversive activities" as used in this section denotes activities which are aimed at overthrowing, destroying or undermining the Government of the United States or any of its political subdivisions by the illegal means prohibited by statutes enumerated in A. 1. above. The term "subversive organization" or "subversive movement" denotes a group or movement which is known to engage in or advocate subversive activities, as defined above.

## 5. Predication for investigation

In all cases handled under the provisions of this section, the first communication prepared for outside dissemination (report or LHM) should show specifically the statute upon which the investigation is based together with necessary supporting facts. Where investigation has been specifically requested by Department, this should be indicated. The following examples are illustrative; however, the basis for each individual case must be tailored to the circumstances of such case.

- a. "This investigation is based on information that the subject's activities could involve violation of T 18, USC, § 2383 (Rebellion or Insurrection), and § 2384 (Seditious Conspiracy). A source whose reliability has not been determined has informed that the subject is planning, along with others, to travel to Washington, D. C., on April 30, 1971, to participate in planned violent demonstrations during the first week in May, 1971, to 'shut down the Government.' Demonstration plans include the blocking of streets and highways, destruction of personal and Government property, and physical obstruction to prevent Government employees from reporting to work."
- b. "This investigation is based on information that the subject's activities could involve a violation of T 18, USC, § 2385 (Advocating the overthrow of the Government). The subject is an admitted member (or has been identified as a member by a confidential source who has provided reliable information in the past) of (name of group). The (name of group) in its public statements and publications advocates the desirability and necessity of overthrowing the U. S. Government by force or violence, and the assassination of U. S. Government officers. The same source has reported that the subject actively supports these positions."

Where possible, the first intra-Bureau communication prepared which indicates that investigation is being[conducted] should specifically indicate the statutory basis for the investigation. However, there may be occasions involving individuals or groups in contact with known subversive elements where the purpose of the contact is not initially known and where a preliminary inquiry must be made to determine whether a statutory basis exists for full investigation. In these instances, a preliminary inquiry may be undertaken, through established sources, for a period not to exceed 90 days, without specifically indicating the specific statutory basis for the inquiry. If after the conclusion of 90 days it has not been possible to establish a statutory basis but further inquiry appears necessary, FBIHQ must be furnished a succinct summary of the facts by letter together with specific recommendations as to further action. In all cases, of course, investigations must be based on indications that subject may be engaged in subversive activity, whether or not a specific statutory basis is cited.

In the event preliminary inquiries fail to establish a sound basis for investigation, the case should be promptly closed and there is no need to advise FBIHQ (unless FBIHQ has been previously advised of the inquiry). Nor is there any need to prepare an LHM or report where no pertinent subversive derogatory information has been developed.

If the statutory basis for an investigation should change or be expanded to include an additional statute or statutes, the first communication prepared subsequent to such change or expansion should specifically show such changes. Similarly, this information should be included in the next report or LHM prepared in the case.

6. Accuracy of characterizations  
Assure that statements relating to characterizations of an individual or organization, or relating to affiliations with or membership in any organization, are founded on firm bases. Identify sources for such characterizations or statements of affiliation or membership if such characterizations, affiliations or memberships are not commonly and publicly known.
7. Investigations and contacts with individuals connected with institutions of learning
  - a. Prior FBIHQ approval is required to:
    - (1) Institute investigation of a faculty member or an organization connected with an educational institution.
    - (2) Interview any student or faculty member who is not an established source. (Requests to conduct interviews must include individual's name, position, and an assessment of his reliability and discretion.)
  - b. Contacts with established sources in an administrative capacity may be made on campus. Contacts with other established sources, e.g., students and nonacademic employees, should be made off campus.
8. Use of officers from other agencies  
Members of other law enforcement or intelligence agencies are not to accompany Agents handling these investigations without specific approval by the SAC.

## B. INVESTIGATION OF ORGANIZATIONS

1. Purpose  
To develop evidence of any violations of statutes enumerated in A. 1. above and to keep the Department and other agencies and officials of the Executive Branch apprised of information developed which pertains to their areas of interest and responsibility.
2. Responsibility to initiate investigations  
When information is received indicating an organization may be engaged in subversive activities or may be a front group for subversive organization, field office should initiate preliminary investigation confined to established sources. Notify FBIHQ that investigation has been undertaken. Within [90] days submit results by letter with recommendation as to whether or not further investigation is warranted.
3. Scope of investigation  
Pertinent data concerning following items should be obtained and reported:
  - a. Origin and scope  
Date and circumstances of founding including any incorporation data. Identities of organizers. Location of headquarters and chapters or affiliates, if any.
  - b. Stated aims and purposes, especially any information showing advocacy of violence or illegal activity.
  - c. Officers  
Principal officers and/or leaders with succinct resume of subversive backgrounds, if any.
  - d. Membership  
Total active membership, including logical breakdowns by organizational structure and geographical area, if applicable. If exact membership figures are not available and estimates are given, be certain they are plainly shown as estimates. In cover pages or cover communications, include evaluation of reliability of membership figures cited, as well as comments concerning any significant factors involving membership, e.g., increases or decreases, notable shift in composition of group by age, sex, nationality, etc. Be certain to secure accurate description of all lists referred to so as to avoid confusion as to exact identity or significance of such lists.
  - e. Publications  
All publications of group with emphasis on any which clearly depict subversive character of organization.



- (2) If necessary, set out lead for WFO to check records of Passport Office, Department of State.
  - (3) Pertinent information is furnished Department of State, Central Intelligence Agency (CIA), and interested Legal Attaches. Furnish FBIHQ with six copies of LHM (2-Department, 1-Secret Service, 1-State, 1-CIA) plus an additional four copies for each Legal Attache Office which covers area in subject's itinerary (1-Legat, 3-Legat's sources). Also, furnish one copy of subject's photograph, if available, for each Legat Office involved. If stop should be placed with security services abroad, so indicate in cover letter. Set out requests for investigation abroad on separate numbered page captioned "Leads" at end of LHM. Request should not refer to Legal Attache or request investigation by any particular service.
  - (4) Advise FBIHQ promptly by LHM of subject's return. Reference any prior memoranda dealing with the subject's travel. If subject has traveled to a communist country, furnish recommendation as to interview and advise whether additional investigation being conducted.
  - (5) Take following action when information is received that organization or individual engaged in subversive activities is forming tour group for foreign travel:
    - (a) Advise appropriate offices, under caption of tour group or organization, as to identities of individuals participating in tour and furnish LHM to FBIHQ for dissemination to State Department, CIA, and interested Legal Attaches. Include readily available information pertaining to tour, such as itinerary, dates, names, and addresses of participants, and thumbnail sketch of organization or individual sponsoring tour.
    - (b) Other offices should immediately identify participants residing within their respective territories and submit LHMs on those of security interest. Refer to LHM previously prepared under caption of tour group or organization. In cover letter, list participants on whom there is no subversive information.
1. Submission of information on members of subversive groups.
- (1) Offices covering national headquarters or local units of subversive groups should promptly furnish FBIHQ names and identifying data regarding persons affiliated with such groups. Furnish information by letter, and indicate list is being furnished for indexing purposes.
  - (2) Information regarding subversive affiliation of individuals residing in territory of other offices should be furnished to latter.
  - (3) Subscription lists of publications of subversive organizations should be indexed in field office covering address shown for subscriber but should not be forwarded to FBIHQ.
- m. Control files on former members of subversive organizations.
- (1) Offices having sufficient volume may, at the option of the appropriate supervisor, maintain control files on former members of subversive organizations. Such files will preclude necessity for extensive file reviews to identify persons who are in position to furnish information of value in particular cases.
  - (2) Where appropriate, make copies of communications for these files. Insofar as practical these files should contain following information regarding ex-members of subversive groups: background, type of information possessed, time period covered, availability for interview and for testimony.

## n. Channeling information to case files

- (1) Memoranda regarding membership or activity in subversive organizations, including summaries of informant reports, should be channeled to case files of individuals involved. When information from informants or surveillances is channeled to individual case files, it should be documented.
- (2) When preparing lengthy channeling memoranda reporting material of interest to other offices, limit number of copies prepared to two for each other office. Clearly indicate next to names of other offices the page number containing information of interest and note on cover page that distribution of material to individual case files should be handled by recipient offices.

## o. Movement of subjects between offices

If office of origin receives information that subject of current or past investigation changes residence to territory of another division, office of origin request verification within 30 days. If new residence confirmed, office of origin submit FD-128 to transfer origin. Office of origin should furnish new office with any pertinent subversive data which has not previously been reported in a form suitable for dissemination, or suitable for incorporation in an LHM or report.

## p. Destruction of Channeling Memoranda

At the option of appropriate field supervisors, in order to avoid the accumulation of channeling memoranda in a case file as well as to facilitate the subsequent preparation of LHMs or reports, the following procedure may be used: Files may be reopened for preparation of an "investigative insert" for later inclusion in a LHM or report, using T symbols identifying informants who have furnished prior information. Agent preparing this insert should also prepare a cover memorandum showing what serials in the file have been covered by his review and also identifying all symbol number informants involved and indicating the location of the original data (similar to documentation in the cover pages of a report). The channeling memoranda covered in the review can then be destroyed and the "investigative insert" along with its cover memorandum can, if necessary, be forwarded to another field division in the event the subject moves.

## [ 4. Urban Guerrilla Warfare

(Instructions relating to investigations of above subject matter are contained in section 122, item A8, Manual of Instructions.)]

## D. DISSEMINATION OF DATA DEVELOPED

## 1. General Policy

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## 2. Specific requirements

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- (4) Records of private firms. Obtain pertinent available information from records of private firms such as past or present employers. Checks of credit agencies should be limited to securing identifying information only.
  - (5) Contacts with neighbors and fellow employees. Such inquiries should be made only where there is expectation they will develop pertinent information not otherwise available.
  - (6) Canvass of established sources and informants. Contact informants and sources in position to be knowledgeable concerning subversive groups with which subject is affiliated.
  - (7) Physical and photographic surveillances. These should be considered on selective basis when circumstances indicate they may be productive.
- c. Interviews of subjects
- (1) Policy  
Subjects of investigation should be interviewed unless there is a sound basis for not doing so. Generally, interviews should be considered after background inquiries have been completed and a good picture of subject's activities developed. If a decision not to interview a subject is made, this should be fully explained in case file and FBIHQ advised whenever FBIHQ is cognizant of investigation.
  - (2) Purpose  
To develop information regarding subversive activities in which the subject is engaged.
  - (3) Approval to interview  
All interviews of subjects may be approved by SAC except following instances which require FBIHQ approval:
    - (a) Deleted
    - (b) When subject is nationally prominent or where circumstances otherwise indicate the interview could be widely publicized, such as labor leaders, educators, religious leaders or journalists.
    - (c) When interview is to be conducted in presence of subject's attorney and/or aide.
    - (d) When subject is connected with institution of learning.
- [In those instances where FBIHQ approval is not required, case Agent should prepare a memorandum requesting SAC authority for interview. This memorandum should include a succinct resume of the case, including a review of office files concerning a subject, and should indicate the objectives of an interview. Memorandum must be approved by SAC or in his absence, by a designated official.]
- (4) Letter requesting FBIHQ approval to interview subject
    - (a) Letter should concisely set out available data concerning following items:
      - I. Residence address, employment, race, date and place of birth, citizenship and any health factors which could affect conduct of interview.
      - II. Marital status, employment and citizenship of spouse.
      - III. Succinct summary of subject's subversive activities, membership of affiliation with subversive groups, and positions held.
      - IV. Similar summary regarding spouse's affiliation with subversive activities.
      - V. Similar summary concerning subversive activities on part of close relatives.
      - VI. Resume of subject's current sympathies and status in subversive movement or organization and any indication of disaffection.

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VII. Subject's arrest record and disposition of charges; any information indicating a propensity for violence.

VIII. What is expected to be gained by interview?

List above items by number but headings need not be restated. If no pertinent data is available concerning a particular item, so indicate.

- (b) Submit one copy of letter and additional copy of first page only which can be returned by FBIHQ stamped "Approved."
- (5) If interview not conducted within 60 days, submit letter advising FBIHQ:
  - (a) Reason interview not conducted.
  - (b) Any new information pertinent to desirability of interview.
  - (c) Whether efforts to interview subject will be pursued. Thereafter, keep FBIHQ advised at least each 60 days as to progress of matter.
- (6) Conduct of interview.
  - (a) Interviews of subjects entitled to the warning and waiver shall be conducted in accordance with the requirements set forth in Volume I, Manual of Instructions, Section 2B, page 15. If the interview is being conducted for intelligence information rather than an admission or confession of guilt, no warning is required. Moreover, if the investigation has failed to develop information indicating a possible violation of Federal law by the subject, it would be permissible to interview the subject without a warning as he does not fit the criteria of those entitled to a warning of rights. Carefully plan interview so there will be no compromise of sources, sensitive techniques or interviewing personnel. An overriding consideration to always bear in mind is that interview should elicit from, not provide information to the subject.
  - (b) Interview at subject's place of employment should be avoided if possible. If attorney or aide is present during interview, interview must be conducted by two Agents.
  - (c) If, during conduct of interview subject desires that his attorney or aide be present, the interview should be tactfully terminated, and FBIHQ should be informed with recommendation whether or not to resume interview.
  - (d) In all other instances, SAC has responsibility and option of deciding when two Agents should handle interview. Safety of Agents is first priority to consider.
- (7) Direction of subject's activities.

Prior FBIHQ approval is required before taking any steps to direct the subject's activities even though he may appear to be cooperative during the interview.
- (8) Reporting results of interview.
  - (a) Record results of interview on FD-302.
  - (b) Pertinent results of interview should be included in next report or LHM unless circumstances indicate need for more expeditious reporting. In cover letter or administrative pages, include observations of interviewing Agents as to subject's cooperativeness, any relevant information concerning subject's appearance or characteristics, and assessment of information developed by interview in light of other data known to your office.

- b. This would include leaders of organizations whose aims include the overthrow or destruction of the Government of the United States or the government of any state, territory, district, or possession thereof, or the government of any political subdivision therein, by unlawful means. The term "leaders" denotes those individuals, irrespective of title, who are in a position to significantly influence the policies or direct the activities of the group. Mere membership in an organization, without the element of leadership or without a demonstrated willingness and capability described in paragraph a, is not sufficient for inclusion in ADEX.
  - c. Individuals should be considered a "current threat" to the national security when reliable information has been developed that they have engaged in activity or exhibited the requisite willingness and capability falling within the above-described criteria during prior two years and there is no indication they have ceased such activity. However, there may be instances where retention of an individual in ADEX is justified even though no pertinent information is available during the prior two years. For example, such retention might be warranted in the case of individuals who have gone into hiding[or]temporarily left the country. [Following guidelines should be followed with respect to imprisoned subjects. If already on ADEX and sentence is such that the earliest possible release date from actual incarceration is more than two years after sentencing, subject should be recommended for removal from ADEX. If possible, stop should be placed with facility where incarcerated so office will receive notification of release, after which subject should be considered for possible reactivation on ADEX. Whether or not a stop can be placed, necessary administrative procedure should be set up so that subject's continued incarceration is verified at least every six months. If case is not pending, it should be placed in a pending inactive rather than closed status. If a subject under investigation appears to qualify for ADEX but is under sentence for over two years as described above, do not recommend for ADEX but follow procedures described above to consider for ADEX upon release from imprisonment. Sentences which permit releases in less than two years should be ignored as a factor in considering ADEX status. These guidelines are for application only as to ADEX status and have no bearing on whether or not subjects should be investigated. For those cases in a closed status at time these new guidelines become effective, they should be brought in line with the new guidelines when the cases are next reviewed for any reason.]
  - d. ADEX should not include individuals who may be ideologically committed to a philosophy which calls for the downfall of our form of government or which favors another form of society but who have not shown a current willingness or capability of engaging in meaningful action to promote their beliefs. This might apply, for example, to rank-and-file members of the Socialist Workers Party or the Communist Party, USA, or other old-line revolutionary groups which have advocated an overthrow of our present form of government but where subject's activity is primarily ideological in nature and not oriented toward action. Each case should be reviewed on an individual basis in the light of the criteria enumerated above.
3. Recommendation for preparation of ADEX card
    - a. When dangerousness of subject has been established, office of origin should prepare recommendation on FD-122, in triplicate. Forward original and copy to FBIHQ, and place copy in subject's file.
    - b. Attach additional page or pages to FD-122 setting out succinct summary of facts on which recommendation based.
    - c. Nonprosecutive summary report should be submitted when subject is recommended for ADEX unless one was previously furnished to FBIHQ. In latter instance, submit up-to-date report.
    - d. Do not delay recommendation for ADEX because of absence of complete background or descriptive data.

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- e. Do not defer recommendation for ADEX because subject is missing, temporarily out of the country, or in prison.
- f. If FBIHQ approves recommendation, ADEX cards will be prepared including two copies for field. Copy of FD-122 will be returned stamped "ADEX card approved, copies attached." Check cards for accuracy. Place one in alphabetical section of field office ADEX and other in either geographical section or unavailable section.
- g. When subject is approved for ADEX, submit Security Flash Notice (FD-165) to check records of Identification Division and post flash notice if fingerprints of subject are on file. FD-165 will be returned if positive identification cannot be made. In latter event, FD-165 should be submitted every two years as long as subject remains on ADEX and no fingerprint record has been located. These submissions should be timed to coincide with biennial review of case.

## 4. Format of ADEX card

## a. Data to appear on face of card

Itemized below are descriptive categories in which subject may be classified and corresponding abbreviations for use on FD-122 and ADEX card.

- (1) Full name and aliases
- (2) Date and place of birth
- (3) Race
  - White W
  - Black B
  - Other O
- (4) Sex
  - Male M
  - Female F
- (5) Citizenship
  - U. S. Citizen CT
  - Alien AL
- (6) Residence address
- (7) Employment (occupation and address)
- (8) Type of activity
  - Black Extremist BEX
  - Communist (pro-Chinese) CMC
  - Communist (pro-Soviet) CMS
  - Communist (Trotskyist) CMT
  - Foreign Nationality FRN
  - Puerto Rican Nationalist PRN
  - Revolutionary REV
  - Miscellaneous MSC

Activities connected with "New Left" or anarchistic elements should be shown as "Revolutionary." The term "Foreign Nationality" covers foreign-directed subversion, e.g., Soviet or Chicom espionage, Arab terrorism. The abbreviation FRN should be followed by nationality involved e.g., FRN-Arab, FRN-Cuban.

- (9) Special Interest
    - Espionage Subjects ESP
    - Foreign government employees FGE
    - U. S. Government employees GOV
  - (10) Unavailable section
    - Missing MI
    - Out of country OC
    - Imprisoned PR
  - (11) Key facility geographical reference number (obtained from Department of Defense Key Facilities List), if applicable, and agency having security responsibility, which is Army.
  - (12) Field office and FBIHQ file numbers
- b. Data to appear on separate card attached to ADEX card in geographical or unavailable section.
- (1) Physical description
  - (2) Photograph, with date taken. It should be most current or best likeness of subject available.



- f. Copies  
Furnish 5 copies of reports and LHMs except where instructed otherwise in individual cases.
- g. Closing of case  
If it is determined subject organization is not currently engaged in subversive activities, submit pertinent facts in closing report.

C. INVESTIGATION OF INDIVIDUALS

1. General policy

- a. Purpose  
To develop evidence of any violations of the statutes enumerated in A. 1. above and keep the Department and other agencies and officials of Executive Branch advised of information developed which pertains to their areas of responsibility and interest.
- b. Individuals to be investigated  
Investigations should be conducted to fully identify and determine the activities and affiliations of persons who:  
Are reported to be engaged in activities which may result in a violation of statutes enumerated in A. 1. above. This includes individuals who are current active members of subversive organization or movement.  
Where formal membership in a subversive movement does not exist, it includes individuals who are actively supporting the subversive goals of the movement.  
Priority investigative attention should be given to individuals who are known or suspected of being involved in subversive activities which are of a clandestine, underground, or violent nature.
- c. Limitations on investigations  
All investigations conducted should avoid nebulous or sweeping inquiries which are not relevant to objectives. Under no circumstances should an investigation be conducted of any individual merely on the basis that such individual supports unpopular causes or opposes Government policies.
- d. Investigations requiring FBIHQ approval  
Obtain FBIHQ approval for investigation of:
  - (1) U. S. Government employee
  - (2) Officials or employees of United Nations or other public international organizations of a governmental or quasi-governmental nature.
  - (3) Officials or employees of foreign diplomatic establishments or governments, or foreign exchange participants (representatives of foreign countries who are in U. S. as part of official exchange program).
  - (4) Faculty members of institutions of learning.  
FBIHQ approval is not required for investigation of student or nonacademic employees of institutions of learning in the absence of unusual circumstances. If during a pending investigation it is discovered that the subject fits one of above categories, suspend active investigation and advise FBIHQ with recommendation as to further action.
- e. Members of United States armed forces  
No investigation should be conducted of active [members of U. S. military forces or retirees from the "regular" components of the armed forces who are subject to Article 2 of the Uniform Code of Military Justice and over whom the military retains control (retirees from military reserve forces are not subject to the Uniform Code of Military Justice).] If it is determined that a subject fits in this category, terminate investigation and promptly furnish pertinent data to appropriate counterintelligence branch of U. S. armed forces. Advise FBIHQ in form suitable for dissemination.

SECTION 87. INVESTIGATIONS OF SUBVERSIVE  
ORGANIZATIONS AND INDIVIDUALS

## 2. Investigative procedures

## a. Scope of investigation.

Data concerning the following items should be developed and reported, if pertinent:

- (1) Background information, including
  - (a) True name and aliases.
  - (b) Date and place of birth. [Where practicable, verify through appropriate bureau of vital statistics or birth registrar.]
  - (c) Residences, past and present.
  - (d) Occupations and employments, past and present.
  - (e) Citizenship status; where applicable, naturalization data.
  - (f) Family background. If available, include identities of immediate family and any information indicating they are employed in sensitive positions or by U. S. Government. If member of immediate family is known to be engaged in subversive activities, include succinct resume.
  - (g) Military records, including any service in foreign forces.
  - (h) Educational background.
  - (i) Arrest record and disposition of charges.
  - (j) Physical description. Make reasonable effort to secure photograph.
  - (k) Handwriting and/or handprinting specimens should be obtained, if readily available, and kept in case file. Special efforts should be made to secure such specimens with regard to leaders of subversive groups and they should be furnished to FBIHQ by letter for attention of FBI Laboratory to be included in National Security File.
- (2) Subversive activities and affiliations, including
  - (a) Information concerning membership in subversive movements, organizations or front groups, date and circumstances of admission, positions held, and participation in activities of organization (e.g., attendance at meetings or other functions, fund-raising or recruitment efforts on behalf of organization, contributions, etc.)
  - (b) Statements made or other factors which indicate awareness of the subversive nature of group, including involvement in underground operations, and/or in any other illegal or violent actions promoted by organization or movement.
  - (c) Information tending to show subject's importance in subversive movement or organization, e.g., degree of influence and leadership exercised, close association with national or local leaders, participation in policy decisions.

## b. Investigative steps

The following steps should be considered, but are not all inclusive.

- (1) File reviews. Office indices should be checked. Any pertinent information developed should be included in initial report. Where logical, check files of other field offices and/or FBIHQ.
- (2) Public source material. Make full use of public records and public sources of information, including hearings of congressional or other Government committees both state and Federal, and publications, including those issued by subversive groups.
- (3) Check of files of other government agencies, both Federal and local, which could logically be expected to have pertinent information.

In all of the above cases recommend removal from ADEX by FD-122 with attached succinct summary of facts. In all instances except c., submit current LHM or report for dissemination to Secret Service at FBIHQ and also furnish report or LHM to Secret Service locally.

12. Reporting procedures on ADEX subjects

- a. An initial summary report must be submitted at time subject is recommended for inclusion in ADEX.
- b. Additional reports should not be submitted solely for sake of reporting; however, in the event complexity of case or other reasons so dictate, the SAC or FBIHQ may instruct that reports be submitted.
- c. Current significant pertinent information and/or activities of subject should be reported on current basis as it occurs utilizing teletypes, nitels or airtels with letterhead memoranda suitable for dissemination.
- d. In the absence of unusual circumstances (imprisonment, prolonged absence on foreign travel, etc.), ADEX cases should be kept pending and a communication submitted to FBIHQ at least every 90 days reporting on subject's activities. In the event subject has been inactive for 90 days, you should comment as to whether continuation on ADEX is warranted.

[ 13. [Deleted]

- f. Copies  
Furnish 5 copies of reports and LHMs except where instructed otherwise in individual cases.
- g. Closing of case  
If it is determined subject organization is not currently engaged in subversive activities, submit pertinent facts in closing report.

## C. INVESTIGATION OF INDIVIDUALS

## 1. General policy

- a. Purpose  
To develop evidence of any violations of the statutes enumerated in A. 1. above and keep the Department and other agencies and officials of Executive Branch advised of information developed which pertains to their areas of responsibility and interest.
- b. Individuals to be investigated  
Investigations should be conducted to fully identify and determine the activities and affiliations of persons who:  
Are reported to be engaged in activities which may result in a violation of statutes enumerated in A. 1. above. This includes individuals who are current active members of subversive organization or movement. Where formal membership in a subversive movement does not exist, it includes individuals who are actively supporting the subversive goals of the movement.  
Priority investigative attention should be given to individuals who are known or suspected of being involved in subversive activities which are of a clandestine, underground, or violent nature.
- c. Limitations on investigations  
All investigations conducted should avoid nebulous or sweeping inquiries which are not relevant to objectives. Under no circumstances should an investigation be conducted of any individual merely on the basis that such individual supports unpopular causes or opposes Government policies.
- d. Investigations requiring FBIHQ approval  
Obtain FBIHQ approval for investigation of:
  - (1) U. S. Government employee
  - (2) Officials or employees of United Nations or other public international organizations of a governmental or quasi-governmental nature.
  - (3) Officials or employees of foreign diplomatic establishments or governments, [or foreign exchange participants (representatives of foreign countries who are in U. S. as part of official exchange program).]
  - (4) Faculty members of institutions of learning.  
FBIHQ approval is not required for investigation of student or nonacademic employees of institutions of learning in the absence of unusual circumstances. If during a pending investigation it is discovered that the subject fits one of above categories, suspend active investigation and advise FBIHQ with recommendation as to further action.
- e. Members of United States armed forces  
No investigation should be conducted of active or retired members of United States military forces. If it is determined that a subject fits in this category, terminate investigation and promptly furnish pertinent data to appropriate counterintelligence branch of United States armed forces. Advise FBIHQ in form suitable for dissemination.

SECTION. INVESTIGATIONS OF SUBVERSIVE  
ORGANIZATIONS AND INDIVIDUALS

## 2. Investigative procedures

## a. Scope of investigation.

Data concerning the following items should be developed and reported, if pertinent:

- (1) Background information, including
  - (a) True name and aliases.
  - (b) Date and place of birth. [Where practicable, verify through appropriate bureau of vital statistics or birth registrar.]
  - (c) Residences, past and present.
  - (d) Occupations and employments, past and present.
  - (e) Citizenship status; where applicable, naturalization data.
  - (f) Family background. If available, include identities of immediate family and any information indicating they are employed in sensitive positions or by U. S. Government. If member of immediate family is known to be engaged in subversive activities, include succinct resume.
  - (g) Military records, including any service in foreign forces.
  - (h) Educational background.
  - (i) Arrest record and disposition of charges.
  - (j) Physical description. Make reasonable effort to secure photograph.
  - (k) Handwriting and/or handprinting specimens should be obtained, if readily available, and kept in case file. Special efforts should be made to secure such specimens with regard to leaders of subversive groups and they should be furnished to FBIHQ by letter for attention of FBI Laboratory to be included in National Security File.
- (2) Subversive activities and affiliations, including
  - (a) Information concerning membership in subversive movements, organizations or front groups, date and circumstances of admission, positions held, and participation in activities of organization (e.g., attendance at meetings or other functions, fund-raising or recruitment efforts on behalf of organization, contributions, etc.)
  - (b) Statements made or other factors which indicate awareness of the subversive nature of group, including involvement in underground operations, and/or in any other illegal or violent actions promoted by organization or movement.
  - (c) Information tending to show subject's importance in subversive movement or organization, e.g., degree of influence and leadership exercised, close association with national or local leaders, participation in policy decisions.

## b. Investigative steps

The following steps should be considered, but are not all inclusive.

- (1) File reviews. Office indices should be checked. Any pertinent information developed should be included in initial report. Where logical, check files of other field offices and/or FBIHQ.
- (2) Public source material. Make full use of public records and public sources of information, including hearings of congressional or other Government committees both state and Federal, and publications, including those issued by subversive groups.
- (3) Check of files of other government agencies, both Federal and local, which could logically be expected to have pertinent information.

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A. GENERAL GUIDELINES

1. Investigative jurisdiction

FBI investigations under this section are based on specific statutory jurisdiction and Departmental instructions.

Investigations conducted under this section are to be directed to the gathering of material pertinent to a determination whether or not the subject has violated, or is engaged in activities which may result in a violation of, one or more of the statutes enumerated below; or in fulfillment of Departmental instructions.

There are three principal statutes which provide a basis for these investigations, as follows:

a. Rebellion or insurrection (T18, USC § 2383).

"Whoever incites, sets on foot, assists, or engages in any rebellion or insurrection against the authority of the United States or the laws thereof, or gives aid or comfort thereto, shall be fined not more than \$10,000 or imprisoned not more than ten years, or both; and shall be incapable of holding any office under the United States."

b. Seditious conspiracy (T18, USC § 2384).

"If two or more persons in any State or Territory, or in any place subject to the jurisdiction of the United States, conspire to overthrow, put down, or to destroy by force the Government of the United States, or to levy war against them, or to oppose by force the authority thereof, or by force to prevent, hinder, or delay the execution of any law of the United States, or by force to seize, take, or possess any property of the United States contrary to the authority thereof, they shall each be fined not more than \$20,000 or imprisoned not more than twenty years, or both."

c. Advocating the overthrow of the Government (T18, USC § 2385).

"Whoever knowingly or willfully advocates, abets, advises, or teaches the duty, necessity, desirability, or propriety of overthrowing or destroying the government of the United States or the government of any State, Territory, District or Possession thereof, or the government of any political subdivision therein, by force or violence, or by the assassination of any officer of any such government; or

"Whoever, with intent to cause the overthrow or destruction of any such government, prints, publishes, edits, issues, circulates, sells, distributes, or publicly displays any written or printed matter advocating, advising, or teaching the duty, necessity, desirability, or propriety of overthrowing or destroying any government in the United States by force or violence, or attempts to do so; or

"Whoever organizes or helps or attempts to organize any society, group, or assembly of persons who teach, advocate, or encourage the overthrow or destruction of any such government by force or violence; or becomes or is a member of, or affiliates with, any such society, group, or assembly of persons, knowing the purposes thereof--

"Shall be fined not more than \$20,000 or imprisoned not more than twenty years, or both, and shall be ineligible for employment by



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the United States or any department or agency thereof, for the five years next following his conviction.

"If two or more persons conspire to commit any offense named in this section, each shall be fined not more than \$20,000 or imprisoned not more than twenty years, or both, and shall be ineligible for employment by the United States or any department or agency thereof, for the five years next following his conviction.

"As used in this section, the terms 'organizes' and 'organize', with respect to any society, group, or assembly of persons, include the recruiting of new members, the forming of new units, and the regrouping or expansion of existing clubs, classes, and other units of such society, group, or assembly of persons."

The courts have interpreted this statute to require advocacy to action, i.e., advocacy to do something, now or in the future, rather than merely to believe in something.

In addition to the three principal statutes outlined above, there are two other statutes which might provide a statutory foundation for an investigation under this section. These are:

- d. The Internal Security Act of 1950[(T 50, USC, §§ 781-798)]and the Communist Control Act of 1954 (T 50, USC, §§[841-844]).]

In summary, these statutes make it unlawful to knowingly contribute to the establishment of a totalitarian dictatorship within the United States which is controlled by a foreign government, organization, or individual. The statutes also impose various restrictions on the activities of members or organizations cited by the Subversive Activities Control Board (SACB) as "communist action," "communist front," or "communist infiltrated" groups. The restrictions apply principally to employment by the Federal government or by a defense facility.

The former SACB cited only one organization, the Communist Party, USA, which was named as a "communist action" group.

2. Prosecutive determination  
All discussions pertaining to the prosecutive potential of investigations initiated under this section will be conducted by FBIHQ with Departmental officials. These cases should not be discussed with local U. S. Attorney's office without FBIHQ approval.
3. Related statutes  
There are a number of other statutes under the FBI's investigative jurisdiction which should be borne in mind in handling these investigations. Information concerning possible violations of such statutes is frequently developed during these investigations. Where this occurs the field should consider the desirability of conducting investigation in line with the policies and procedures governing the statute in question.

A list of other Federal statutes which may arise during these investigations is outlined in an appendix to this manual.

4. Definitions  
The term "subversive activities" as used in this section denotes activities which are aimed at overthrowing, destroying or undermining the Government of the United States or any of its political subdivisions by the illegal means prohibited by statutes enumerated in A. 1. above. The term "subversive organization" or "subversive movement" denotes a group or movement which is known to engage in or advocate subversive activities, as defined above.

5. Predication for investigation

[In all cases handled under the provisions of this section, the first communication prepared for outside dissemination (report or LHM) should show specifically the statute upon which the investigation is based together with necessary supporting facts. Where investigation has been specifically requested by Department, this should be indicated. The following examples are illustrative; however, the basis for each individual case must be tailored to the circumstances of such case.

- a. "This investigation is based on information that the subject's activities could involve violation of T 18, USC, § 2383 (Rebellion or Insurrection), and § 2384 (Seditious Conspiracy). A source whose reliability has not been determined has informed that the subject is planning, along with others, to travel to Washington, D. C., on April 30, 1971, to participate in planned violent demonstrations during the first week in May, 1971, to 'shut down the Government.' Demonstration plans include the blocking of streets and highways, destruction of personal and Government property, and physical obstruction to prevent Government employees from reporting to work."
- b. "This investigation is based on information that the subject's activities could involve a violation of T 18, USC, § 2385 (Advocating the overthrow of the Government). The subject is an admitted member (or has been identified as a member by a confidential source who has provided reliable information in the past) of (name of group). The (name of group) in its public statements and publications advocates the desirability and necessity of overthrowing the U. S. Government by force or violence, and the assassination of U. S. Government officers. The same source has reported that the subject actively supports these positions."

Where possible, the first intra-Bureau communication prepared which indicates that investigation is being initiated (intraoffice memorandum, letter, airtel, teletype, etc.) should specifically indicate the statutory basis for the investigation. However, there may be occasions involving individuals or groups in contact with known subversive elements where the purpose of the contact is not initially known and where a preliminary inquiry must be made to determine whether a statutory basis exists for full investigation. In these instances, a preliminary inquiry may be undertaken, through established sources, for a period not to exceed 90 days, without specifically indicating the specific statutory basis for the inquiry. If after the conclusion of 90 days it has not been possible to establish a statutory basis but further inquiry appears necessary, FBIHQ must be furnished a succinct summary of the facts by letter together with specific recommendations as to further action. In all cases, of course, investigations must be based on indications that subject may be engaged in subversive activity, whether or not a specific statutory basis is cited.

In the event preliminary inquiries fail to establish a sound basis for investigation, the case should be promptly closed and there is no need to advise FBIHQ (unless FBIHQ has been previously advised of the inquiry). Nor is there any need to prepare an LHM or report where no pertinent subversive derogatory information has been developed.

If the statutory basis for an investigation should change or be expanded to include an additional statute or statutes, the first communication prepared subsequent to such change or expansion should specifically show such changes. Similarly, this information should be included in the next report or LHM prepared in the case.]

SECTION 7. INVESTIGATIONS OF SUBVERSIVE  
ORGANIZATIONS AND INDIVIDUALS

6. Accuracy of characterizations  
Assure that statements relating to characterizations of an individual or organization, or relating to affiliations with or membership in any organization, are founded on firm bases. Identify sources for such characterizations or statements of affiliation or membership if such characterizations, affiliations or memberships are not commonly and publicly known.
7. Investigations and contacts with individuals connected with institutions of learning
  - a. Prior FBIHQ approval is required to:
    - (1) Institute investigation of a faculty member or an organization connected with an educational institution.
    - (2) Interview any student or faculty member who is not an established source. (Requests to conduct interviews must include individual's name, position, and an assessment of his reliability and discretion.)
  - b. Contacts with established sources in an administrative capacity may be made on campus. Contacts with other established sources, e.g., students and nonacademic employees, should be made off campus.
8. Use of officers from other agencies  
Members of other law enforcement or intelligence agencies are not to accompany Agents handling these investigations without specific approval by the SAC.

## B. INVESTIGATION OF ORGANIZATIONS

1. Purpose  
To develop evidence of any violations of statutes enumerated in A. 1. above and to keep the Department and other agencies and officials of the Executive Branch apprised of information developed which pertains to their areas of interest and responsibility.
2. Responsibility to initiate investigations  
When information is received indicating an organization may be engaged in subversive activities or may be a front group for subversive organization, field office should initiate preliminary investigation confined to established sources. Notify FBIHQ that investigation has been undertaken. Within [90] days submit results by letter with recommendation as to whether or not further investigation is warranted.
3. Scope of investigation  
Pertinent data concerning following items should be obtained and reported:
  - a. Origin and scope  
Date and circumstances of founding including any incorporation data. Identities of organizers. Location of headquarters and chapters or affiliates, if any.
  - b. Stated aims and purposes, especially any information showing advocacy of violence or illegal activity.
  - c. Officers  
Principal officers and/or leaders with succinct resume of subversive backgrounds, if any.
  - d. Membership  
Total active membership, including logical breakdowns by organizational structure and geographical area, if applicable. If exact membership figures are not available and estimates are given, be certain they are plainly shown as estimates. In cover pages or cover communications, include evaluation of reliability of membership figures cited, as well as comments concerning any significant factors involving membership, e.g., increases or decreases, notable shift in composition of group by age, sex, nationality, etc. Be certain to secure accurate description of all lists referred to so as to avoid confusion as to exact identity or significance of such lists.
  - e. Publications  
All publications of group with emphasis on any which clearly depict subversive character of organization.

Furnish FBIHQ with copy of publications which portray subversive character of group or which advocate violence. Ascertain sources of funds for publications. When it is operated as distinct entity, a separate investigation should be initiated concerning the publication.

f. Finances

Sources of funds and nature of expenditures, in particular whether any income is received from or contributions made to foreign elements.

g. Connections with other groups

Develop pertinent information concerning ties with other subversive elements including material and/or moral support given or received. Be especially alert to detect connections with foreign subversive elements or indications of foreign allegiance or control. Also determine and report any significant connections or cooperation with nonsubversive groups.

h. Activities

Describe activities of group. Afford special emphasis to any underground operations or activities involving violence or threatened violence. Include any pertinent data showing success or failure of organization in achieving its stated goals.

4. Infiltration of nonsubversive groups

a. General

When information is received indicating that subversive group is seeking to systematically infiltrate and control a nonsubversive organization, available data should be submitted by letter with recommendations as to initiating active investigation. Recommendation to undertake investigation should be supported by available background information concerning target organization (including name and locations, estimated membership, principal officers, and nature of activities) and resume of extent of subversive infiltration efforts (including identities of known subversives who have joined target organization and positions held), provide brief statement as to investigation planned. If approved by FBIHQ conduct discreet investigation limited to determining and reporting activities which are related to or in furtherance of subversive infiltration. These instructions apply to local chapters or affiliates as well as national organization.

b. Caption and preface

Captions of communications should show that subversive infiltration of target organization is objective of investigation, not organization itself, e.g., "Infiltration of (Name of target organization) by (Name of subversive organization)." All communications prepared for dissemination should carry prefatory statement which clearly conveys this point, e.g., "This investigation is directed solely towards establishing the extent of infiltration, domination, or control of the (Name of nonsubversive organization) by the (Name of subversive organization). It is not concerned with the normal activities of the (Name of nonsubversive organization)." In addition, preface should succinctly show the predication for out investigation of the subversive group involved.

c. Limitations on investigation

(1) Other than with established sources, no interviews should be initiated with members, leaders, or officers of infiltrated organization without prior FBIHQ approval (except where they can be handled by suitable pretext). However, this does not preclude accepting information volunteered to FBI.

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ORGANIZATIONS AND INDIVIDUALS

- (2) Informants and sources should not be directed by FBI to join or participate in activities of target organization. However, if subversive group requests informant to do so, latter may comply.
- (3) Be certain all persons interviewed, including informants, are aware that FBI is not interested in normal activities of target organization but solely in efforts to influence or control the organization by subversive elements.

d. Conversion to full scale investigation

If target organization becomes completely dominated and controlled by subversive elements, advise FBIHQ on UACB basis that full investigation is being initiated as subversive organization. Drop infiltration designation from title of case.

5. Subversive publications

Each office should review[any independent subversive]publications produced in its territory[(as contrasted with publications issued by subversive groups which are under investigation, see B. 3. e. above)]to determine whether any advocate violations within FBI jurisdiction. If so, submit available information by LHM to FBIHQ with copy of pertinent material and make recommendations as to further action. Insure that FBIHQ is aware of all subversive publications with brief identifying data.

6. Investigative steps

Efforts should be made to develop reliable informants at all levels and in all segments of subversive organization.

Live informant coverage should be supplemented by other logical investigation including review of appropriate public records and publications, interviews with former members of group and, on selective basis, through such techniques as physical and photographic surveillance.

7. Administrative and reporting procedures

a. Reporting requirements and status

When necessary data has been developed concerning organization's activities (See B.[3.]above), submit report. After initial report, reports should be submitted semiannually (unless FBIHQ has instructed otherwise in individual cases). LHM may be used to provide FBIHQ or other interested agencies with significant data of immediate interest on an interim basis between reports.

b. Informant coverage

Cover pages of reports should include a brief summary of informant coverage available with respect to the organization, identifying informants who report on the group's activities by symbol number and showing specifically which informants are members of the group.

c. Topical headings

Both reports and LHMs should be organized under logical headings.

d. Character

All cases should use character "Internal Security," e.g., "Communist Party, USA; Internal Security." In case of subsidiary or front group, character should show name or abbreviation of the parent organization, e.g., "Young Workers Liberation League, Internal Security - CPUSA"; "Young Socialist Alliance, Internal Security - SWP." Caption of subversive infiltration cases should include name of subversive group and target organization, e.g., "Infiltration of (Name of target organization) by Socialist Workers Party, Internal Security - SWP."

e. Classification - 100

- f. Copies  
Furnish 5 copies of reports and LHMs except where instructed otherwise in individual cases.
- g. Closing of case  
If it is determined subject organization is not currently engaged in subversive activities, submit pertinent facts in closing report.

C. INVESTIGATION OF INDIVIDUALS

1. General policy

- a. Purpose  
To develop evidence of any violations of the statutes enumerated in A. 1. above and keep the Department and other agencies and officials of Executive Branch advised of information developed which pertains to their areas of responsibility and interest.
- b. Individuals to be investigated  
Investigations should be conducted to fully identify and determine the activities and affiliations of persons who:  
Are reported to be engaged in activities which may result in a violation of statutes enumerated in A. 1. above. This includes individuals who are current active members of subversive organization or movement. Where formal membership in a subversive movement does not exist, it includes individuals who are actively supporting the subversive goals of the movement.  
Priority investigative attention should be given to individuals who are known or suspected of being involved in subversive activities which are of a clandestine, underground, or violent nature.
- c. Limitations on investigations  
All investigations conducted should avoid nebulous or sweeping inquiries which are not relevant to objectives. Under no circumstances should an investigation be conducted of any individual merely on the basis that such individual supports unpopular causes or opposes Government policies.
- d. Investigations requiring FBIHQ approval  
Obtain FBIHQ approval for investigation of:
  - (1) U. S. Government employee
  - (2) Officials or employees of United Nations or other public international organizations of a governmental or quasi-governmental nature.
  - (3) Officials or employees of foreign diplomatic establishments or governments.
  - (4) Faculty members of institutions of learning.  
FBIHQ approval is not required for investigation of student or nonacademic employees of institutions of learning in the absence of unusual circumstances. If during a pending investigation it is discovered that the subject fits one of above categories, suspend active investigation and advise FBIHQ with recommendation as to further action.
- e. Members of United States armed forces  
No investigation should be conducted of active or retired members of United States military forces. If it is determined that a subject fits in this category, terminate investigation and promptly furnish pertinent data to appropriate counterintelligence branch of United States armed forces. Advise FBIHQ in form suitable for dissemination.

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## 2. Investigative procedures

## a. Scope of investigation.

Data concerning the following items should be developed and reported, if pertinent:

- (1) Background information, including
  - (a) True name and aliases.
  - (b) Date and place of birth. [Where practicable, verify through appropriate bureau of vital statistics or birth registrar.]
  - (c) Residences, past and present.
  - (d) Occupations and employments, past and present.
  - (e) Citizenship status; where applicable, naturalization data.
  - (f) Family background. If available, include identities of immediate family and any information indicating they are employed in sensitive positions or by U. S. Government. If member of immediate family is known to be engaged in subversive activities, include succinct resume.
  - (g) Military records, including any service in foreign forces.
  - (h) Educational background.
  - (i) Arrest record and disposition of charges.
  - (j) Physical description. Make reasonable effort to secure photograph.
  - (k) Handwriting and/or handprinting specimens should be obtained, if readily available, and kept in case file. Special efforts should be made to secure such specimens with regard to leaders of subversive groups and they should be furnished to FBIHQ by letter for attention of FBI Laboratory to be included in National Security File.
- (2) Subversive activities and affiliations, including
  - (a) Information concerning membership in subversive movements, organizations or front groups, date and circumstances of admission, positions held, and participation in activities of organization (e.g., attendance at meetings or other functions, fund-raising or recruitment efforts on behalf of organization, contributions, etc.)
  - (b) Statements made or other factors which indicate awareness of the subversive nature of group, including involvement in underground operations, and/or in any other illegal or violent actions promoted by organization or movement.
  - (c) Information tending to show subject's importance in subversive movement or organization, e.g., degree of influence and leadership exercised, close association with national or local leaders, participation in policy decisions.

## b. Investigative steps

The following steps should be considered, but are not all inclusive.

- (1) File reviews. Office indices should be checked. Any pertinent information developed should be included in initial report. Where logical, check files of other field offices and/or FBIHQ.
- (2) Public source material. Make full use of public records and public sources of information, including hearings of congressional or other Government committees both state and Federal, and publications, including those issued by subversive groups.
- (3) Check of files of other government agencies, both Federal and local, which could logically be expected to have pertinent information.

- (4) Records of private firms. Obtain pertinent available information from records of private firms such as past or present employers. Checks of credit agencies should be limited to securing identifying information only.
  - (5) Contacts with neighbors and fellow employees. Such inquiries should be made only where there is expectation they will develop pertinent information not otherwise available.
  - (6) Canvass of established sources and informants. Contact informants and sources in position to be knowledgeable concerning subversive groups with which subject is affiliated.
  - (7) Physical and photographic surveillances. These should be considered on selective basis when circumstances indicate they may be productive.
- c. Interviews of subjects
- (1) Policy  
Subjects of investigation should be interviewed[unless there is a sound basis for not doing so.] Generally, interviews should be considered after background inquiries have been completed and a good picture of subject's activities developed. If a decision not to interview a subject is made, this should be fully explained in case file and FBIHQ advised whenever FBIHQ is cognizant of investigation.
  - (2) Purpose  
To develop information regarding subversive activities in which the subject is engaged.
  - (3) Approval to interview  
All interviews of subjects may be approved by SAC except following instances which require FBIHQ approval:
    - (a) [Deleted]
    - (b) When subject is nationally prominent or where circumstances otherwise indicate the interview could be widely publicized, such as labor leaders, educators, religious leaders or journalists.
    - (c) When interview is to be conducted in presence of subject's attorney and/or aide.
    - (d) When subject is connected with institution of learning.
  - (4) Letter requesting FBIHQ approval to interview subject
    - (a) Letter should concisely set out available data concerning following items:
      - I. Residence address, employment, race, date and place of birth, citizenship and any health factors which could affect conduct of interview.
      - II. Marital status, employment and citizenship of spouse.
      - III. Succinct summary of subject's subversive activities, membership of affiliation with subversive groups, and positions held.
      - IV. Similar summary regarding spouse's affiliation with subversive activities.
      - V. Similar summary concerning subversive activities on part of close relatives.
      - VI. Resume of subject's current sympathies and status in subversive movement or organization and any indication of disaffection.



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- VII. Subject's arrest record and disposition of charges; any information indicating a propensity for violence.
- VIII. What is expected to be gained by interview?

List above items by number but headings need not be restated. If no pertinent data is available concerning a particular item, so indicate.

- (b) Submit one copy of letter and additional copy of first page only which can be returned by FBIHQ stamped "Approved."
- (5) If interview not conducted within 60 days, submit letter advising FBIHQ:
- (a) Reason interview not conducted.
  - (b) Any new information pertinent to desirability of interview.
  - (c) Whether efforts to interview subject will be pursued. Thereafter, keep FBIHQ advised at least each 60 days as to progress of matter.
- (6) Conduct of interview.
- (a) Interviews of subjects entitled to the warning and waiver shall be conducted in accordance with the requirements set forth in Volume I, Manual of Instructions, Section 2B, page 15. If the interview is being conducted for intelligence information rather than an admission or confession of guilt, no warning is required. Moreover, if the investigation has failed to develop information indicating a possible violation of Federal law by the subject, it would be permissible to interview the subject without a warning as he does not fit the criteria of those entitled to a warning of rights. Carefully plan interview so there will be no compromise of sources, sensitive techniques or interviewing personnel. An overriding consideration to always bear in mind is that interview should elicit from, not provide information to the subject.
  - (b) Interview at subject's place of employment should be avoided if possible. If attorney or aide is present during interview, interview must be conducted by two Agents.
  - (c) If, during conduct of interview subject desires that his attorney or aide be present, the interview should be tactfully terminated, and FBIHQ should be informed with recommendation whether or not to resume interview.
  - (d) In all other instances, SAC has responsibility and option of deciding when two Agents should handle interview. Safety of Agents is first priority to consider.
- (7) Direction of subject's activities.  
Prior FBIHQ approval is required before taking any steps to direct the subject's activities even though he may appear to be cooperative during the interview.
- (8) Reporting results of interview.
- (a) Record results of interview on FD-302.
  - (b) Pertinent results of interview should be included in next report or LHM unless circumstances indicate need for more expeditious reporting. In cover letter or administrative pages, include observations of interviewing Agents as to subject's cooperativeness, any relevant information concerning subject's appearance or characteristics, and assessment of information developed by interview in light of other data known to your office.

### 3. Reporting Procedures

#### a. General

- (1) Pertinent information developed during investigation may be reported either by report or LHM.

Reports should be submitted:

- (a) When setting out results of extended inquiries such as summary of subject's activities.
- (b) When subject is being recommended for inclusion in ADEX.

LHM should be used to report timely or significant information regarding subject's current activities.

- (2) All communications should be limited to:

- (a) Information regarding subject's subversive activities, sympathies, and affiliations.
- (b) Pertinent background data concerning subversive individuals or groups with which subject is connected.
- (c) Essential background data regarding subject.

They should not include information regarding subject's social or personal affairs or other background data not relevant to subject's subversive activities or affiliations.

- (3) Information in both reports and LHMs should be organized under topical headings. Main headings and subheadings should be employed to make the communication as readable as possible.

#### b. Summarizing information.

When reporting information of repetitious or cumulative nature, such as attendance at regular meetings of subversive group, use summary narrative statement. Exact dates are not needed, but time period involved should be indicated. Summary statements must be statements of facts and not conclusions. Information from different sources should be reported separately and any significant items must be set forth in detail.

#### c. Administrative or Cover Pages

- (1) Material to be included

Pertinent information concerning following should be included in administrative pages of report or cover communication of LHM: References to other reports or correspondence, ADEX status, reference to security flash notice (FD-165) or transfer of origin (FD-128), reason for classification, if any, documentation of data contained in report or LHM, identities of confidential sources, leads, and other administrative or noninvestigative material. Use form (FD-305) for ADEX cases. If used, nonsymbol source page should be last page.

- (2) Documentation

- (a) In documenting information originating with another field office, file number of original document need not be shown provided source, date information received, and receiving Agent are identified.
- (b) Do not conduct extensive inquiries to document background information.
- (c) In characterizing persons who associate with subject, identify source but further documentation not required.

#### d. Office of Origin

Office covering place where subject's principal subversive activities occur or originate should be origin. In unusual circumstances where

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there is doubt as to which office should be origin, request FBIHQ to designate office of origin.

- e. Title of communications  
Normally, only one subject should be carried in title of each report or LHM and separate reports should be submitted for each subject regardless of relationship. However, when reporting virtually identical information concerning two related individuals (e.g., travel data concerning a husband and wife) an exception can be made and single LHM or report submitted. In such cases dual captions should be used and an extra copy of communication provided.
- f. Classification - 100
- g. Character
  - (1) Designation "Subversive Matter" (or abbreviation SM) should be used in all cases. Add organizational affiliation when chief group with which subject is connected is under current investigation or has approved thumbnail sketch.  
Example: Subversive Matter - CPUSA  
              Subversive Matter - SWP
  - (2) Where meaningful organization affiliation cannot be shown, use caption "Subversive Matter."
- h. Copies of reports or LHMs  
In all instances furnish four copies to FBIHQ to cover dissemination to Department (2) and Secret Service (1). Where it appears dissemination will be made to other agencies at FBIHQ level, furnish one additional copy for each such agency involved.
- i. Status  
Carry cases as pending until logical inquiries aimed at resolving purpose of investigation have been completed. As minimum, case should be kept pending until essential background data regarding subject has been secured and sufficient information developed to present good picture of nature and extent of subversive activities engaged in by subject.
- j. Closing and reopening of cases  
If it is determined that subject's current activities do not involve an actual or potential violation of one or more of the statutes enumerated in A. 1. above, case should be closed.  
  
Case may be reopened at a later date if additional information is received which indicates subject's subsequent activities involve or may result in a violation of the statutes cited in A. 1.
- k. Subject traveling abroad (Also see section 105G volume IV, of this manual).  
Take following action when information is received that subject of current investigation intends to travel abroad or has departed on foreign travel (except where travel is of brief duration and is known to be for innocuous purpose, such as vacation):
  - (1) Immediately notify FBIHQ of available details concerning travel, including places and dates of departure and intended return, destination, itinerary, purpose of trip, and pertinent passport data. Include full description of subject, including aliases. Set out concise resume of available subversive data regarding subject. Do not delay advising FBIHQ while developing details if time is of essence.

- (2) If necessary, set out lead for WFO to check records of Passport Office, Department of State.
- (3) Pertinent information is furnished Department of State, Central Intelligence Agency (CIA), and interested Legal Attaches. Furnish FBIHQ with six copies of LHM (2-Department, 1-Secret Service, 1-State, 1-CIA) plus an additional four copies for each Legal Attache Office which covers area in subject's itinerary (1-Legat, 3-Legat's sources). Also, furnish one copy of subject's photograph, if available, for each Legat Office involved. If stop should be placed with security services abroad, so indicate in cover letter. Set out requests for investigation abroad on separate numbered page captioned "Leads" at end of LHM. Request should not refer to Legal Attache or request investigation by any particular service.
- (4) Advise FBIHQ promptly by LHM of subject's return. [Reference any prior memoranda dealing with the subject's travel.] If subject has traveled to a communist country, furnish recommendation as to interview and advise whether additional investigation being conducted.
- (5) Take following action when information is received that organization or individual engaged in subversive activities is forming tour group for foreign travel:
  - (a) Advise appropriate offices, under caption of tour group or organization, as to identities of individuals participating in tour and furnish LHM to FBIHQ for dissemination to State Department, CIA, and interested Legal Attaches. Include readily available information pertaining to tour, such as itinerary, dates, names, and addresses of participants, and thumbnail sketch of organization or individual sponsoring tour.
  - (b) Other offices should immediately identify participants residing within their respective territories and submit LHMs on those of security interest. Refer to LHM previously prepared under caption of tour group or organization. In cover letter, list participants on whom there is no subversive information.
1. Submission of information on members of subversive groups.
  - (1) Offices covering national headquarters or local units of subversive groups should promptly furnish FBIHQ names and identifying data regarding persons affiliated with such groups. Furnish information by letter, and indicate list is being furnished for indexing purposes.
  - (2) Information regarding subversive affiliation of individuals residing in territory of other offices should be furnished to latter.
  - (3) Subscription lists of publications of subversive organizations should be indexed in field office covering address shown for subscriber but should not be forwarded to FBIHQ.
- m. Control files on former members of subversive organizations.
  - (1) Offices having sufficient volume [may, at the option of the appropriate supervisor,] maintain control files on former members of subversive organizations. Such files will preclude necessity for extensive file reviews to identify persons who are in position to furnish information of value in particular cases.
  - (2) Where appropriate, make copies of communications for these files. Insofar as practical these files should contain following information

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regarding ex-members of subversive groups: background, type of information possessed, time period covered, availability for interview and for testimony.

- n. Channeling information to case files
  - (1) Memoranda regarding membership or activity in subversive organizations, including summaries of informant reports, should be channeled to case files of individuals involved. When information from informants or surveillances is channeled to individual case files, it should be documented.
  - (2) When preparing lengthy channeling memoranda reporting material of interest to other offices, limit number of copies prepared to two for each other office. Clearly indicate next to names of other offices the page number containing information of interest and note on cover page that distribution of material to individual case files should be handled by recipient offices.
- o. Movement of subjects between offices
 

If office of origin receives information that subject of current or past investigation changes residence to territory of another division, office of origin request verification within 30 days. If new residence confirmed, office of origin submit FD-128 to transfer origin. [Office of origin should furnish new office with any pertinent subversive data which has not previously been reported in a form suitable for dissemination, or suitable for incorporation in an LHM or report.]
- p. Destruction of Channeling Memoranda
 

At the option of appropriate field supervisors, in order to avoid the accumulation of channeling memoranda in a case file as well as to facilitate the subsequent preparation of LHMs or reports, the following procedure may be used: Files may be reopened for preparation of an "investigative insert" for later inclusion in a LHM or report, using T symbols identifying informants who have furnished prior information. Agent preparing this insert should also prepare a cover memorandum showing what serials in the file have been covered by his review and also identifying all symbol number informants involved and indicating the location of the original data (similar to documentation in the cover pages of a report). The channeling memoranda covered in the review can then be destroyed and the "investigative insert" along with its cover memorandum can, if necessary, be forwarded to another field division in the event the subject moves.]

## D. DISSEMINATION OF DATA DEVELOPED

## 1. General Policy

Information developed during these investigations should be furnished to other agencies in Executive Branch which have a legitimate interest. See MRR, part II, section 5, pertaining to Bureau's overall responsibilities and policies in dissemination.

Do not disseminate earlier reports without reviewing them to insure they meet current reporting standards. If they are unsuitable for dissemination, prepare LHM containing pertinent information.

## 2. Specific requirements

Following instructions cover representative situations which occur frequently.

## a. Members of armed forces

Delimitations Agreement between FBI and armed forces intelligence agencies (see section 102B, volume IV, of this manual) requires free exchange of all information of mutual interest between subscribing agencies. Immediately refer any derogatory or possibly significant information developed concerning members of military services, including contacts with individuals or groups of security interest, to military service having primary responsibility.

If it is determined subject of FBI investigation is member of armed services, discontinue immediately, advise FBIHQ, and disseminate pertinent information locally to appropriate intelligence agency. If it is determined subject has close relatives in armed forces, promptly advise appropriate military intelligence service, and furnish pertinent information, including reports, on subject involved. Evaluation of such association lies entirely within province of military intelligence service.

In all instances, advise FBIHQ concerning any possible subversive contacts or derogatory information developed concerning military personnel, including local dissemination made. Enclose four copies of LHM or report setting out pertinent data.

- b. Aliens and naturalized citizens  
Furnish any information which might have bearing on their deportation or denaturalization to Immigration and Naturalization Service (INS) locally.
- c. Individuals employed in or having access to Key Facilities, or employees of private contractors of the Armed Forces  
Under Delimitations Agreements, FBI is responsible to disseminate pertinent data to the counterintelligence agencies of the Armed Forces. [Also disseminate pertinent information concerning such individuals to the Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio 43215, Attention Chief, Adjudication Division and advise interested military intelligence agency of such dissemination to DISCO. However, with regard to facilities having classified contracts with the Atomic Energy Commission (AEC), dissemination to AEC is made only at FBIHQ.]  
See section 102, volume IV, of this manual for details.
- d. Employees of public utilities (including state and municipal facilities)  
Disseminate pertinent data locally to Army and any other Federal agency whose interest is apparent.
- e. Members of military reserve branches or National Guard  
Disseminate pertinent security data locally to appropriate military intelligence service.
- f. Seamen and subjects employed in maritime industry, including long-shoremen and waterfront employees  
Disseminate pertinent security data locally to Coast Guard and when circumstances dictate, to other interested intelligence agencies, including NISO.
- g. Employees of Federal Government  
Any subversive information received concerning an employee of an agency of the Executive Branch should be promptly forwarded to FBIHQ for dissemination to interested agencies. No dissemination of reports in Security of Government Employee cases should be made in field. Instructions regarding all phases of FBI responsibilities under EO 10450 are in section 19, volume II, of this manual.
- h. Individuals who own property or reside in immediate vicinity of installation or other premises under jurisdiction of branch of armed services  
Disseminate pertinent data locally to appropriate military intelligence service.
- i. Airmen licensed by Federal Aviation Administration (FAA)  
FAA issues certificates to airmen (pilot, mechanic, or member of crew); to individuals directly in charge of inspection, maintenance, overhauling, or repair of aircraft; and to aircraft dispatchers or air-traffic control tower operation.

Furnish pertinent data concerning such persons to FBIHQ by report or LHM. In cover communication, recommend dissemination to FAA.

## j. Dissemination to Secret Service

Under agreement between FBI and Secret Service concerning protective responsibilities (set out in section 102, volume IV, of this manual), reports and LHMs are disseminated to Secret Service both locally and at FBIHQ in all cases which meet standards set forth. This includes virtually all cases on individuals where any substantial information exists as to subversive activities or sympathies of subject. When photographs are available send copies to Secret Service locally and to FBIHQ for dissemination at headquarters level.

- (1) Secret Service should be advised of reason for referral; i.e., statement of class or classes of agreement which apply to subject. FD-376 serves as letter of transmittal for both local and FBIHQ dissemination. Forward original and one copy to FBIHQ and maintain copy in case file.
- (2) After initial dissemination, as changes occur in residence and employment, advise Secret Service locally by FD-366 and furnish two copies to FBIHQ. FD-366 must be submitted even though changes in residence and/or employment are noted in report or LHM being submitted.
- (3) For instructions governing dissemination to Secret Service in matters involving threats against President, refer to section 134B, volume IV, of this manual.
- (4) Upon transfer of office of origin, old office of origin should furnish Secret Service locally with subject's new residence and business address by LHM or FD-366. Provide copies to FBIHQ and new office of origin for dissemination to Secret Service headquarters and branch office covering new residence, respectively.
- (5) As an administrative aid to insure proper dissemination, the file covers of cases in which dissemination is being made to Secret Service may be stamped "SS."

## 3. Restrictions on field dissemination

If security measures are known to be inadequate at local office of another Government agency, do not disseminate locally, but bring matter to attention of FBIHQ for headquarters dissemination.

## E. ADMINISTRATIVE INDEX (ADEX)

## 1. Purpose and general policy

- a. To have a readily available and up-to-date listing of individuals deemed currently dangerous to the national security. Objective is to identify individuals who should be afforded priority investigative coverage in the event of a national emergency.
- b. Under no circumstance should individuals be included in ADEX merely because of their opposition to Government policies or because of the exercise of their constitutional rights of protest and dissent.
- c. ADEX is strictly an administrative device. It should not be treated as a factor in determining basic investigative decisions, i.e., whether an investigation should be opened or closed, the extent of investigation to be conducted in a particular case, etc.

## 2. Criteria

- a. ADEX should include individuals whose actions or statements have established that they represent a current threat to the national security, i.e.,: Individuals (whether affiliated with organized groups or not) who have shown a willingness and capability of engaging in treason, rebellion or insurrection, sedition, sabotage, espionage, terrorism, guerrilla warfare, assassination of government officials, or other such acts which would result in interference with or a threat to the survival and effective operation of national, state or local government.

In all of the above cases recommend removal from ADEX by FD-122 with attached succinct summary of facts. In all instances except c., submit current LHM or report for dissemination to Secret Service at FBIHQ and also furnish report or LHM to Secret Service locally.

[12.] Reporting procedures on ADEX subjects

- a. An initial summary report must be submitted at time subject is recommended for inclusion in ADEX.
- b. Additional reports should not be submitted solely for sake of reporting; however, in the event complexity of case or other reasons so dictate, the SAC or FBIHQ may instruct that reports be submitted.
- c. Current significant pertinent information and/or activities of subject should be reported on current basis as it occurs utilizing teletypes, nitels or airtels with letterhead memoranda suitable for dissemination.
- d. In the absence of unusual circumstances (imprisonment, prolonged absence on foreign travel, etc.), ADEX cases should be kept pending and a communication submitted to FBIHQ at least every 90 days reporting on subject's activities. In the event subject has been inactive for 90 days, you should comment as to whether continuation on ADEX is warranted.]

[13.] Reevaluation of ADEX status

Prepare administrative tickler concerning each ADEX subject to come up at two-year intervals. This tickler, which is independent of any assignment card, should prompt careful assessment of case to insure subject still falls within ADEX criteria.



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## A. GENERAL GUIDELINES

## 1. Investigative jurisdiction

FBI investigations under this section are based on specific statutory jurisdiction and Departmental instructions.

Investigations conducted under this section are to be directed to the gathering of material pertinent to a determination whether or not the subject has violated, or is engaged in activities which may result in a violation of, one or more of the statutes enumerated below; or in fulfillment of Departmental instructions.

There are three principal statutes which provide a basis for these investigations, as follows:

## a. Rebellion or insurrection (T18, USC § 2383).

"Whoever incites, sets on foot, assists, or engages in any rebellion or insurrection against the authority of the United States or the laws thereof, or gives aid or comfort thereto, shall be fined not more than \$10,000 or imprisoned not more than ten years, or both; and shall be incapable of holding any office under the United States."

## b. Seditious conspiracy (T18, USC § 2384).

"If two or more persons in any State or Territory, or in any place subject to the jurisdiction of the United States, conspire to overthrow, put down, or to destroy by force the Government of the United States, or to levy war against them, or to oppose by force the authority thereof, or by force to prevent, hinder, or delay the execution of any law of the United States, or by force to seize, take, or possess any property of the United States contrary to the authority thereof, they shall each be fined not more than \$20,000 or imprisoned not more than twenty years, or both."

## c. Advocating the overthrow of the Government (T18, USC § 2385).

"Whoever knowingly or willfully advocates, abets, advises, or teaches the duty, necessity, desirability, or propriety of overthrowing or destroying the government of the United States or the government of any State, Territory, District or Possession thereof, or the government of any political subdivision therein, by force or violence, or by the assassination of any officer of any such government; or

"Whoever, with intent to cause the overthrow or destruction of any such government, prints, publishes, edits, issues, circulates, sells, distributes, or publicly displays any written or printed matter advocating, advising, or teaching the duty, necessity, desirability, or propriety of overthrowing or destroying any government in the United States by force or violence, or attempts to do so; or

"Whoever organizes or helps or attempts to organize any society, group, or assembly of persons who teach, advocate, or encourage the overthrow or destruction of any such government by force or violence; or becomes or is a member of, or affiliates with, any such society, group, or assembly of persons, knowing the purposes thereof--

"Shall be fined not more than \$20,000 or imprisoned not more than twenty years, or both, and shall be ineligible for employment by

the United States or any department or agency thereof, for the five years next following his conviction.

"If two or more persons conspire to commit any offense named in this section, each shall be fined not more than \$20,000 or imprisoned not more than twenty years, or both, and shall be ineligible for employment by the United States or any department or agency thereof, for the five years next following his conviction.

"As used in this section, the terms 'organizes' and 'organize', with respect to any society, group, or assembly of persons, include the recruiting of new members, the forming of new units, and the regrouping or expansion of existing clubs, classes, and other units of such society, group, or assembly of persons."

The courts have interpreted this statute to require advocacy to action, i.e., advocacy to do something, now or in the future, rather than merely to believe in something.

In addition to the three principal statutes outlined above, there are two other statutes which might provide a statutory foundation for an investigation under this section. These are:

- d. The Internal Security Act of 1950 and the Communist Control Act of 1954 (T50, USC §§ 781-810).

In summary, these statutes make it unlawful to knowingly contribute to the establishment of a totalitarian dictatorship within the United States which is controlled by a foreign government, organization, or individual. The statutes also impose various restrictions on the activities of members or organizations cited by the Subversive Activities Control Board (SACB) as "communist action," "communist front," or "communist infiltrated" groups. The restrictions apply principally to employment by the Federal government or by a defense facility.

The former SACB cited only one organization, the Communist Party, USA, which was named as a "communist action" group.

2. Prosecutive determination

All discussions pertaining to the prosecutive potential of investigations initiated under this section will be conducted by FBIHQ with Departmental officials. These cases should not be discussed with local U. S. Attorney's office without FBIHQ approval.

3. Related statutes

There are a number of other statutes under the FBI's investigative jurisdiction which should be borne in mind in handling these investigations. Information concerning possible violations of such statutes is frequently developed during these investigations. Where this occurs the field should consider the desirability of conducting investigation in line with the policies and procedures governing the statute in question.

A list of other Federal statutes which may arise during these investigations is outlined in an appendix to this manual.

## 4. Definitions

The term "subversive activities" as used in this section denotes activities which are aimed at overthrowing, destroying or undermining the Government of the United States or any of its political subdivisions by the illegal means prohibited by statutes enumerated in A. 1. above. The term "subversive organization" or "subversive movement" denotes a group or movement which is known to engage in or advocate subversive activities, as defined above.

## 5. Predication for investigation

In all cases handled under the provisions of this section, the first communication prepared which indicates an investigation is being initiated (intraoffice memorandum, letter, airtel, teletype or report) should show specifically the statute upon which the investigation is based together with all the supporting facts. Such a predication must be included in the first communication to FBIHQ and the first report or LHM prepared in each case. Where investigation has been specifically requested by Department, this should be indicated in predication. The following examples are illustrative; however, the predication for each individual case must be tailored to the circumstances of such case.

- a. "This investigation is based on information that the subject's activities may be in violation of T18, USC § 2383 (Rebellion or insurrection), and § 2384 (Seditious conspiracy). A source whose reliability has not been determined has informed that the subject is planning, along with others, to travel to Washington, D. C., on April 30, 1971, to participate in planned violent demonstrations during the first week in May, 1971, to 'shut down the Government.' Demonstration plans include the blocking of streets and highways, destruction of personal and Government property, and physical obstruction to prevent Government employees from reporting to work."
- b. "This investigation is based on information that the subject's activities may be in violation of T18, USC § 2385 (Advocating the overthrow of the Government). The subject is an admitted member (or has been identified as a member by a confidential source who has provided reliable information in the past) of (name of group). The (name of group) in its public statements and publications advocates the desirability and necessity of overthrowing the U. S. Government by force or violence, and the assassination of U. S. Government officers. The same source has reported that the subject actively supports these positions."

If the statutory basis for an investigation should change or be expanded to include an additional statute or statutes, the first communication prepared subsequent to such change or expansion should specifically show such changes. Similarly, this information should be included in the next report or LHM prepared in the case.

## 6. Accuracy of characterizations

Assure that statements relating to characterizations of an individual or organization, or relating to affiliations with or membership in any organization, are founded on a firm bases. Identify sources for such characterizations or statements of affiliation or membership if such characterizations, affiliations or memberships are not commonly and publicly known.

7. Investigations and contacts with individuals connected with institutions of learning
  - a. Prior FBIHQ approval is required to:
    - (1) Institute investigation of a faculty member or an organization connected with an educational institution.
    - (2) Interview any student or faculty member who is not an established source. (Requests to conduct interviews must include individual's name, position, and an assessment of his reliability and discretion.)
  - b. Contacts with established sources in an administrative capacity may be made on campus. Contacts with other established sources, e.g., students and nonacademic employees, should be made off campus.
8. Use of officers from other agencies  
Members of other law enforcement or intelligence agencies are not to accompany Agents handling these investigations without specific approval by the SAC.

#### B. INVESTIGATION OF ORGANIZATIONS

1. Purpose  
To develop evidence of any violations of statutes enumerated in A. 1. above and to keep the Department and other agencies and officials of the Executive Branch apprised of information developed which pertains to their areas of interest and responsibility.
2. Responsibility to initiate investigations  
When information is received indicating an organization may be engaged in subversive activities or may be a front group for subversive organization, field office should initiate preliminary investigation confined to established sources. Notify FBIHQ that investigation has been undertaken. Within 45 days submit results by letter with recommendation as to whether or not further investigation is warranted.
3. Scope of investigation  
Pertinent data concerning following items should be obtained and reported:
  - a. Origin and scope  
Date and circumstances of founding including any incorporation data. Identities of organizers. Location of headquarters and chapters or affiliates, if any.
  - b. Stated aims and purposes, especially any information showing advocacy of violence or illegal activity.
  - c. Officers  
Principal officers and/or leaders with succinct resume of subversive backgrounds, if any.
  - d. Membership  
Total active membership, including logical breakdowns by organizational structure and geographical area, if applicable. If exact membership figures are not available and estimates are given, be certain they are plainly shown as estimates. In cover pages or cover communications, include evaluation of reliability of membership figures cited, as well as comments concerning any significant factors involving membership, e.g., increases or decreases, notable shift in composition of group by age, sex, nationality, etc. Be certain to secure accurate description of all lists referred to so as to avoid confusion as to exact identity or significance of such lists.
  - e. Publications  
All publications of group with emphasis on any which clearly depict subversive character of organization.

Furnish FBIHQ with copy of publications which portray subversive character of group or which advocate violence. Ascertain sources of funds for publications. When it is operated as distinct entity, a separate investigation should be initiated concerning the publication.

- f. Finances  
Sources of funds and nature of expenditures, in particular whether any income is received from or contributions made to foreign elements.
  - g. Connections with other groups  
Develop pertinent information concerning ties with other subversive elements including material and/or moral support given or received. Be especially alert to detect connections with foreign subversive elements or indications of foreign allegiance or control. Also determine and report any significant connections or cooperation with nonsubversive groups.
  - h. Activities  
Describe activities of group. Afford special emphasis to any underground operations or activities involving violence or threatened violence. Include any pertinent data showing success or failure of organization in achieving its stated goals.
4. Infiltration of nonsubversive groups
- a. General  
When information is received indicating that subversive group is seeking to systematically infiltrate and control a nonsubversive organization, available data should be submitted by letter with recommendations as to initiating active investigation. Recommendation to undertake investigation should be supported by available background information concerning target organization (including name and locations, estimated membership, principal officers, and nature of activities) and resume of extent of subversive infiltration efforts (including identities of known subversives who have joined target organization and positions held), provide brief statement as to investigation planned. If approved by FBIHQ conduct discreet investigation limited to determining and reporting activities which are related to or in furtherance of subversive infiltration. These instructions apply to local chapters or affiliates as well as national organization.
  - b. Caption and preface  
Captions of communications should show that subversive infiltration of target organization is objective of investigation, not organization itself, e.g., "Infiltration of (Name of target organization) by (Name of subversive organization)." All communications prepared for dissemination should carry prefatory statement which clearly conveys this point, e.g., "This investigation is directed solely towards establishing the extent of infiltration, domination, or control of the (Name of nonsubversive organization) by the (Name of subversive organization). It is not concerned with the normal activities of the (Name of nonsubversive organization)." In addition, preface should succinctly show the predication for our investigation of the subversive group involved.
  - c. Limitations on investigation  
(1) Other than with established sources, no interviews should be initiated with members, leaders, or officers of infiltrated organization without prior FBIHQ approval (except where they can be handled by suitable pretext). However, this does not preclude accepting information volunteered to FBI.

- (2) Informants and sources should not be directed by FBI to join or participate in activities of target organization. However, if subversive group requests informant to do so, latter may comply.
- (3) Be certain all persons interviewed, including informants, are aware that FBI is not interested in normal activities of target organization but solely in efforts to influence or control the organization by subversive elements.
- d. Conversion to full scale investigation  
If target organization becomes completely dominated and controlled by subversive elements, advise FBIHQ on UACB basis that full investigation is being initiated as subversive organization. Drop infiltration designation from title of case.
5. Subversive publications  
Each office should review such publications produced in its territory to determine whether any advocate subversion, violence, or violations within FBI jurisdiction. If so, submit available information by LHM to FBIHQ with copy of pertinent material and make recommendations as to further action. Insure that FBIHQ is aware of all subversive publications with brief identifying data.
6. Investigative steps  
Efforts should be made to develop reliable informants at all levels and in all segments of subversive organization.
- Live informant coverage should be supplemented by other logical investigation including review of appropriate public records and publications, interviews with former members of group and, on selective basis, through such techniques as physical and photographic surveillance.
7. Administrative and reporting procedures
  - a. Reporting requirements and status  
When necessary data has been developed concerning organization's activities (See B. 2. above), submit report. After initial report, reports should be submitted semiannually (unless FBIHQ has instructed otherwise in individual cases). LHM may be used to provide FBIHQ or other interested agencies with significant data of immediate interest on an interim basis between reports.
  - b. Informant coverage  
Cover pages of reports should include a brief summary of informant coverage available with respect to the organization; identifying informants who report on the group's activities by symbol number and showing specifically which informants are members of the group.
  - c. Topical headings  
Both reports and LHMs should be organized under logical headings.
  - d. Character  
All cases should use character "Internal Security," e.g., "Communist Party, USA; Internal Security." In case of subsidiary or front group, character should show name or abbreviation of the parent organization, e.g., "Young Workers Liberation League, Internal Security - CPUSA"; "Young Socialist Alliance, Internal Security - SWP." Caption of subversive infiltration cases should include name of subversive group and target organization, e.g., "Infiltration of (Name of target organization) by Socialist Workers Party, Internal Security - SWP."
  - e. Classification - 100



- f. Copies  
Furnish 5 copies of reports and LHMs except where instructed otherwise in individual cases.
- g. Closing of case  
In it is determined subject organization is not currently engaged in subversive activities, submit pertinent facts in closing report.

C. INVESTIGATION OF INDIVIDUALS

1. General policy

- a. Purpose  
To develop evidence of any violations of the statutes enumerated in A. 1. above and keep the Department and other agencies and officials of Executive Branch advised of information developed which pertains to their areas of responsibility and interest.
- b. Individuals to be investigated  
Investigations should be conducted to fully identify and determine the activities and affiliations of persons who:  
Are reported to be engaged in activities which may result in a violation of statutes enumerated in A. 1. above. This includes individuals who are current active members of subversive organization or movement. Where formal membership in a subversive movement does not exist, it includes individuals who are actively supporting the subversive goals of the movement.  
Priority investigative attention should be given to individuals who are known or suspected of being involved in subversive activities which are of a clandestine, underground, or violent nature.
- c. Limitations on investigations  
All investigations conducted should avoid nebulous or sweeping inquiries which are not relevant to objectives. Under no circumstances should an investigation be conducted of any individual merely on the basis that such individual supports unpopular causes or opposes Government policies.
- d. Investigations requiring FBIHQ approval  
Obtain FBIHQ approval for investigation of:
  - (1) U. S. Government employee
  - (2) Officials or employees of United Nations or other public international organizations of a governmental or quasi-governmental nature.
  - (3) Officials or employees of foreign diplomatic establishments or governments.
  - (4) Faculty members of institutions of learning.  
FBIHQ approval is not required for investigation of student or nonacademic employees of institutions of learning in the absence of unusual circumstances. If during a pending investigation it is discovered that the subject fits one of above categories, suspend active investigation and advise FBIHQ with recommendation as to further action.
- e. Members of United States armed forces.  
No investigation should be conducted of active or retired members of United States military forces. If it is determined that a subject fits in this category, terminate investigation and promptly furnish pertinent data to appropriate counterintelligence branch of United States armed forces. Advise FBIHQ in form suitable for dissemination.

## 2. Investigative procedures

## a. Scope of investigation.

Data concerning the following items should be developed and reported, if pertinent:

- (1) Background information, including
  - (a) True name and aliases.
  - (b) Date and place of birth.
  - (c) Residences, past and present.
  - (d) Occupations and employments, past and present.
  - (e) Citizenship status; where applicable, naturalization data.
  - (f) Family background. If available, include identities of immediate family and any information indicating they are employed in sensitive positions or by U. S. Government. If member of immediate family is known to be engaged in subversive activities, include succinct resume.
  - (g) Military records, including any service in foreign forces.
  - (h) Educational background.
  - (i) Arrest record and disposition of charges.
  - (j) Physical description. Make reasonable effort to secure photograph.
  - (k) Handwriting and/or handprinting specimens should be obtained, if readily available, and kept in case file. Special efforts should be made to secure such specimens with regard to leaders of subversive groups and they should be furnished to FBIHQ by letter for attention of FBI Laboratory to be included in National Security File.
- (2) Subversive activities and affiliations, including
  - (a) Information concerning membership in subversive movements, organizations or front groups, date and circumstances of admission, positions held, and participation in activities of organization (e.g., attendance at meetings or other functions, fund-raising or recruitment efforts on behalf of organization, contributions, etc.)
  - (b) Statements made or other factors which indicate awareness of the subversive nature of group, including involvement in underground operations, and/or in any other illegal or violent actions promoted by organization or movement.
  - (c) Information tending to show subject's importance in subversive movement or organization, e.g., degree of influence and leadership exercised, close association with national or local leaders, participation in policy decisions.

## b. Investigative steps

The following steps should be considered, but are not all inclusive.

- (1) File reviews. Office indices should be checked. Any pertinent information developed should be included in initial report. Where logical, check files of other field offices and/or FBIHQ.
- (2) Public source material. Make full use of public records and public sources of information, including hearings of congressional or other Government committees both state and Federal, and publications, including those issued by subversive groups.
- (3) Check of files of other government agencies, both Federal and local, which could logically be expected to have pertinent information.

- (4) Records of private firms. Obtain pertinent available information from records of private firms such as past or present employers. Checks of credit agencies should be limited to securing identifying information only.
  - (5) Contacts with neighbors and fellow employees. Such inquiries should be made only where there is expectation they will develop pertinent information not otherwise available.
  - (6) Canvass of established sources and informants. Contact informants and sources in position to be knowledgeable concerning subversive groups with which subject is affiliated.
  - (7) Physical and photographic surveillances. These should be considered on selective basis when circumstances indicate they may be productive.
- c. Interviews of subjects
- (1) Policy  
Subjects of investigation should be interviewed in the absence of exceptional circumstances. Generally, interviews should be considered after background inquiries have been completed and a good picture of subject's activities developed. If a decision not to interview a subject is made, this should be fully explained in case file and FBIHQ advised whenever FBIHQ is cognizant of investigation.
  - (2) Purpose  
To develop information regarding subversive activities in which the subject is engaged.
  - (3) Approval to interview  
All interviews of subjects may be approved by SAC except following instances which require FBIHQ approval:
    - (a) When subject holds leadership position in subversive organization.
    - (b) When subject is nationally prominent or where circumstances otherwise indicate the interview could be widely publicized, such as labor leaders, educators, religious leaders or journalists.
    - (c) When interview is to be conducted in presence of subject's attorney and/or aide.
    - (d) When subject is connected with institution of learning.
  - (4) Letter requesting FBIHQ approval to interview subject.
    - (a) Letter should concisely set out available data concerning following items.
      - I. Residence address, employment, race, date and place of birth, citizenship and any health factors which could affect conduct of interview.
      - II. Marital status, employment and citizenship of spouse.
      - III. Succinct summary of subject's subversive activities, membership or affiliation with subversive groups, and positions held.
      - IV. Similar summary regarding spouse's affiliation with subversive activities.
      - V. Similar summary concerning subversive activities on part of close relatives.
      - VI. Resume of subject's current sympathies and status in subversive movement or organization and any indication of disaffection.

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- VII. Subject's arrest record and disposition of charges; any information indicating a propensity for violence.
- VIII. What is expected to be gained by interview?

List above items by number but headings need not be restated. If no pertinent data is available concerning a particular item, so indicate.

- (b) Submit one copy of letter and additional copy of first page only which can be returned by FBIHQ stamped "Approved."
- (5) If interview not conducted within 60 days, submit letter advising FBIHQ:
- (a) Reason interview not conducted.
  - (b) Any new information pertinent to desirability of interview.
  - (c) Whether efforts to interview subject will be pursued. Thereafter, keep FBIHQ advised at least each 60 days as to progress of matter.
- (6) Conduct of interview.
- (a) Interviews of subjects entitled to the warning and waiver shall be conducted in accordance with the requirements set forth in Volume I, Manual of Instructions, Section 2B, page 15. If the interview is being conducted for intelligence information rather than an admission or confession of guilt, no warning is required. Moreover, if the investigation has failed to develop information indicating a possible violation of Federal law by the subject, it would be permissible to interview the subject without a warning as he does not fit the criteria of those entitled to a warning of rights. Carefully plan interview so there will be no compromise of sources, sensitive techniques or interviewing personnel. An overriding consideration to always bear in mind is that interview should elicit from, not provide information to the subject.
  - (b) Interview at subject's place of employment should be avoided if possible. If attorney or aide is present during interview, interview must be conducted by two Agents.
  - (c) If, during conduct of interview subject desires that his attorney or aide be present, the interview should be tactfully terminated, and FBIHQ should be informed with recommendation whether or not to resume interview.
  - (d) In all other instances, SAC has responsibility and option of deciding when two Agents should handle interview. Safety of Agents is first priority to consider.
- (7) Direction of subject's activities.  
Prior FBIHQ approval is required before taking any steps to direct the subject's activities even though he may appear to be cooperative during the interview.
- (8) Reporting results of interview.
- (a) Record results of interview on FD-302.
  - (b) Pertinent results of interview should be included in next report or LHM unless circumstances indicate need for more expeditious reporting. In cover letter or administrative pages, include observations of interviewing Agents as to subject's cooperativeness, any relevant information concerning subject's appearance or characteristics, and assessment of information developed by interview in light of other data known to your office.

3. Reporting Procedures

a. General

- (1) Pertinent information developed during investigation may be reported either by report or LHM.  
Reports should be submitted:
  - (a) When setting out results of extended inquiries such as summary of subject's activities.
  - (b) When subject is being recommended for inclusion in ADEX.

LHM should be used to report timely or significant information regarding subject's current activities.

- (2) All communications should be limited to:
  - (a) Information regarding subject's subversive activities, sympathies, and affiliations.
  - (b) Pertinent background data concerning subversive individuals or groups with which subject is connected.
  - (c) Essential background data regarding subject.

They should not include information regarding subject's social or personal affairs or other background data not relevant to subject's subversive activities or affiliations.

- (3) Information in both reports and LHMs should be organized under topical headings. Main headings and subheadings should be employed to make the communication as readable as possible.

b. Summarizing information.

When reporting information of repetitious or cumulative nature, such as attendance at regular meetings of subversive group, use summary narrative statement. Exact dates are not needed, but time period involved should be indicated. Summary statements must be statements of facts and not conclusions. Information from different sources should be reported separately and any significant items must be set forth in detail.

c. Administrative or Cover Pages

(1) Material to be included

Pertinent information concerning following should be included in administrative pages of report or cover communication of LHM: References to other reports or correspondence, ADEX status, reference to security flash notice (FD-165) or transfer of origin (FD-128), reason for classification, if any, documentation of data contained in report or LHM, identities of confidential sources, leads, and other administrative or noninvestigative material. Use form (FD-305) for ADEX cases. If used, nonsymbol source page should be last page.

(2) Documentation

- (a) In documenting information originating with another field office, file number of original document need not be shown provided source, date information received, and receiving Agent are identified.
- (b) Do not conduct extensive inquiries to document background information.
- (c) In characterizing persons who associate with subject, identify source but further documentation not required.

d. Office of Origin

Office covering place where subject's principal subversive activities occur or originate should be origin. In unusual circumstances where

- there is doubt as to which office should be origin, request FBIHQ to designate office of origin.
- e. Title of communications  
Normally, only one subject should be carried in title of each report or LHM and separate reports should be submitted for each subject regardless of relationship. However, when reporting virtually identical information concerning two related individuals (e.g., travel data concerning a husband and wife) an exception can be made and single LHM or report submitted. In such cases dual captions should be used and an extra copy of communication provided.
  - f. Classification - 100
  - g. Character
    - (1) Designation "Subversive Matter" (or abbreviation SM) should be used in all cases. Add organizational affiliation when chief group with which subject is connected is under current investigation or has approved thumbnail sketch.  
Example: Subversive Matter - CPUSA  
                    Subversive Matter - SWP
    - (2) Where meaningful organization affiliation cannot be shown, use caption "Subversive Matter."
  - h. Copies of reports or LHMs  
In all instances furnish four copies to FBIHQ to cover dissemination to Department (2) and Secret Service (1). Where it appears dissemination will be made to other agencies at FBIHQ level, furnish one additional copy for each such agency involved.
  - i. Status  
Carry cases as pending until logical inquiries aimed at resolving purpose of investigation have been completed. As minimum, case should be kept pending until essential background data regarding subject has been secured and sufficient information developed to present good picture of nature and extent of subversive activities engaged in by subject.
  - j. Closing and reopening of cases  
If it is determined that subject's current activities do not involve an actual or potential violation of one or more of the statutes enumerated in A. 1. above, case should be closed.  
  
Case may be reopened at a later date if additional information is received which indicates subject's subsequent activities involve or may result in a violation of the statutes cited in A. 1.
  - k. Subject traveling abroad (Also see section 105G volume IV, of this manual).  
Take following action when information is received that subject of current investigation intends to travel abroad or has departed on foreign travel (except where travel is of brief duration and is known to be for innocuous purpose, such as vacation):
    - (1) Immediately notify FBIHQ of available details concerning travel, including places and dates of departure and intended return, destination, itinerary, purpose of trip, and pertinent passport data. Include full description of subject, including aliases. Set out concise resume of available subversive data regarding subject. Do not delay advising FBIHQ while developing details if time is of essence.

- (2) If necessary, set out lead for WFO to check records of Passport Office, Department of State.
  - (3) Pertinent information is furnished Department of State, Central Intelligence Agency (CIA), and interested Legal Attaches. Furnish FBIHQ with six copies of LHM (2-Department, 1-Secret Service, 1-State, 1-CIA) plus an additional four copies for each Legal Attache Office which covers area in subject's itinerary (1-Legat, 3-Legat's sources). Also, furnish one copy of subject's photograph, if available, for each Legat Office involved. If stop should be placed with security services abroad, so indicate in cover letter. Set out requests for investigation abroad on separate numbered page captioned "Leads" at end of LHM. Request should not refer to Legal Attache or request investigation by any particular service.
  - (4) Advise FBIHQ promptly by LHM of subject's return. If subject has traveled to a communist country, furnish recommendation as to interview and advise whether additional investigation being conducted.
  - (5) Take following action when information is received that organization or individual engaged in subversive activities is forming tour group for foreign travel:
    - (a) Advise appropriate offices, under caption of tour group or organization, as to identities of individuals participating in tour and furnish LHM to FBIHQ for dissemination to State Department, CIA, and interested Legal Attaches. Include readily available information pertaining to tour, such as itinerary, dates, names, and addresses of participants, and thumbnail sketch of organization or individual sponsoring tour.
    - (b) Other offices should immediately identify participants residing within their respective territories and submit LHMs on those of security interest. Refer to LHM previously prepared under caption of tour group or organization. In cover letter, list participants on whom there is no subversive information.
1. Submission of information on members of subversive groups.
    - (1) Offices covering national headquarters or local units of subversive groups should promptly furnish FBIHQ names and identifying data regarding persons affiliated with such groups. Furnish information by letter, and indicate list is being furnished for indexing purposes.
    - (2) Information regarding subversive affiliation of individuals residing in territory of other offices should be furnished to latter.
    - (3) Subscription lists of publications of subversive organizations should be indexed in field office covering address shown for subscriber but should not be forwarded to FBIHQ.
  - m. Control files on former members of subversive organizations.
    - (1) Offices having sufficient volume should maintain control files on former members of subversive organizations. Such files will preclude necessity for extensive file reviews to identify persons who are in position to furnish information of value in particular cases.
    - (2) Where appropriate, make copies of communications for these files. Insofar as practical these files should contain following information

regarding ex-members of subversive groups: background, type of information possessed, time period covered, availability for interview and for testimony.

n. Channeling information to case files

- (1) Memoranda regarding membership or activity in subversive organizations, including summaries of informant reports, should be channeled to case files of individuals involved. When information from informants or surveillances is channeled to individual case files, it should be documented.
- (2) When preparing lengthy channeling memoranda reporting material of interest to other offices, limit number of copies prepared to two for each other office. Clearly indicate next to names of other offices the page number containing information of interest and note on cover page that distribution of material to individual case files should be handled by recipient offices.

o. Movement of subjects between offices.

If office of origin receives information that subject of current or past investigation changes residence to territory of another division, office of origin request verification within 30 days. If new residence confirmed, office of origin submit FD-128 to transfer origin.

D. DISSEMINATION OF DATA DEVELOPED

1. General Policy

Information developed during these investigations should be furnished to other agencies in Executive Branch which have a legitimate interest. See MRR, part II, section 5, pertaining to Bureau's overall responsibilities and policies in dissemination.

Do not disseminate earlier reports without reviewing them to insure they meet current reporting standards. If they are unsuitable for dissemination, prepare LHM containing pertinent information.

2. Specific requirements

Following instructions cover representative situations which occur frequently.

a. Members of armed forces

Delimitations Agreement between FBI and armed forces intelligence agencies (see section 102B, volume IV, of this manual) requires free exchange of all information of mutual interest between subscribing agencies. Immediately refer any derogatory or possibly significant information developed concerning members of military services, including contacts with individuals or groups of security interest, to military service having primary responsibility.

If it is determined subject of FBI investigation is member of armed services, discontinue immediately, advise FBIHQ, and disseminate pertinent information locally to appropriate intelligence agency. If it is determined subject has close relatives in armed forces, promptly advise appropriate military intelligence service, and furnish pertinent information, including reports, on subject involved. Evaluation of such association lies entirely within province of military intelligence service.



In all instances, advise FBIHQ concerning any possible subversive contacts or derogatory information developed concerning military personnel, including local dissemination made. Enclose four copies of LHM or report setting out pertinent data.

- b. Aliens and naturalized citizens  
Furnish any information which might have bearing on their deportation or denaturalization to Immigration and Naturalization Service (INS) locally.
- c. Individuals employed in or having access to Key Facilities, or employees of private contractors of the Armed Forces  
Under Delimitations Agreements, FBI is responsible to disseminate pertinent data to the counterintelligence agencies of the Armed Forces. See section 102, volume IV, of this manual for details.
- d. Employees of public utilities (including state and municipal facilities)  
Disseminate pertinent data locally to Army and any other Federal agency whose interest is apparent.
- e. Members of military reserve branches or National Guard  
Disseminate pertinent security data locally to appropriate military intelligence service.
- f. Seamen and subjects employed in maritime industry, including long-shoremen and waterfront employees  
Disseminate pertinent security data locally to Coast Guard and when circumstances dictate, to other interested intelligence agencies, including NISO.
- g. Employees of Federal Government  
Any subversive information received concerning an employee of an agency of the Executive Branch should be promptly forwarded to FBIHQ for dissemination to interested agencies. No dissemination of reports in Security of Government Employee cases should be made in field. Instructions regarding all phases of FBI responsibilities under EO 10450 are in section 19, volume II, of this manual.
- h. Individuals who own property or reside in immediate vicinity of installation or other premises under jurisdiction of branch of armed services  
Disseminate pertinent data locally to appropriate military intelligence service.
- i. Airmen licensed by Federal Aviation Administration (FAA)  
FAA issues certificates to airmen (pilot, mechanic, or member of crew); to individuals directly in charge of inspection, maintenance, overhauling, or repair of aircraft; and to aircraft dispatchers or air-traffic control tower operation.

Furnish pertinent data concerning such persons to FBIHQ by report or LHM. In cover communication, recommend dissemination to FAA.

- j. Dissemination to Secret Service  
Under agreement between FBI and Secret Service concerning protective responsibilities dated 11-26-71 (set out in section 102, volume IV, of this manual), reports and LHMs are disseminated to Secret Service both locally and at FBIHQ in all cases which meet standards set forth. This includes virtually all cases on individuals where any substantial information exists as to subversive activities or sympathies of subject. When photographs are available send copies

to Secret Service locally and to FBIHQ for dissemination at headquarters level.

- (1) Secret Service should be advised of reason for referral; i.e., statement of class or classes of agreement which applies to subject. FD-376 serves as letter of transmittal for both local and FBIHQ dissemination. Forward original and one copy to FBIHQ and maintain copy in case file.
- (2) After initial dissemination, as changes occur in residence and employment, advise Secret Service locally by FD-366 and furnish two copies to FBIHQ. FD-366 must be submitted even though changes in residence and/or employment are noted in report or LHM being submitted.
- (3) For instructions governing dissemination to Secret Service in matters involving threats against President, refer to section 134B, volume IV, of this manual.
- (4) Upon transfer of office of origin, old office of origin should furnish Secret Service locally with subject's new residence and business address by LHM or FD-366. Provide copies to FBIHQ and new office of origin for dissemination to Secret Service headquarters and branch office covering new residence, respectively.
- (5) As an administrative aid to insure proper dissemination, the file covers of cases in which dissemination is being made to Secret Service may be stamped "SS."

3. Restrictions on field dissemination

If security measures are known to be inadequate at local office of another Government agency, do not disseminate locally, but bring matter to attention of FBIHQ for headquarters dissemination.

E. ADMINISTRATIVE INDEX (ADEX)

1. Purpose and general policy

- a. To have a readily available and up-to-date listing of individuals deemed currently dangerous to the national security. Objective is to identify individuals who should be afforded priority investigative coverage in the event of a national emergency.
- b. Under no circumstance should individuals be included in ADEX merely because of their opposition to Government policies or because of the exercise of their constitutional rights of protest and dissent.
- c. ADEX is strictly an administrative device. It should not be treated as a factor in determining basic investigative decisions, i.e., whether an investigation should be opened or closed, the extent of investigation to be conducted in a particular case, etc.

2. Criteria

- a. ADEX should include individuals whose actions or statements have established that they represent a current threat to the national security, i.e.,:  
Individuals (whether affiliated with organized groups or not) who have shown a willingness and capability of engaging in treason, rebellion or insurrection, sedition, sabotage, espionage, terrorism, guerrilla warfare, assassination of government officials, or other such acts which would result in interference with or a threat to the survival and effective operation of national, state or local government.

- b. This would include leaders of organizations whose aims include the overthrow or destruction of the Government of the United States or the government of any state, territory, district, or possession thereof, or the government of any political subdivision therein, by unlawful means. The term "leaders" denotes those individuals, irrespective of title, who are in a position to significantly influence the policies or direct the activities of the group. Mere membership in an organization, without the element of leadership or without a demonstrated willingness and capability described in paragraph a, is not sufficient for inclusion in ADEX.
  - c. Individuals should be considered a "current threat" to the national security when reliable information has been developed that they have engaged in activity or exhibited the requisite willingness and capability falling within the above-described criteria during prior two years and there is no indication they have ceased such activity. However, there may be instances where retention of an individual in ADEX is justified even though no pertinent information is available during the prior two years. For example, such retention might be warranted in the case of individuals who have gone into hiding, temporarily left the country, or been imprisoned.
  - d. ADEX should not include individuals who may be ideologically committed to a philosophy which calls for the downfall of our form of government or which favors another form of society but who have not shown a current willingness or capability of engaging in meaningful action to promote their beliefs. This might apply, for example, to rank-and-file members of the Socialist Workers Party or the Communist Party, USA, or other old-line revolutionary groups which have advocated an overthrow of our present form of government but where subject's activity is primarily ideological in nature and not oriented toward action. Each case should be reviewed on an individual basis in the light of the criteria enumerated above.
3. Recommendation for preparation of ADEX card
- a. When dangerousness of subject has been established, office of origin should prepare recommendation on FD-122, in triplicate. Forward original and copy to FBIHQ, and place copy in subject's file.
  - b. Attach additional page or pages to FD-122 setting out succinct summary of facts on which recommendation based.
  - c. Nonprosecutive summary report should be submitted when subject is recommended for ADEX unless one was previously furnished to FBIHQ. In latter instance, submit up-to-date report.
  - d. Do not delay recommendation for ADEX because of absence of complete background or descriptive data.
  - e. Do not defer recommendation for ADEX because subject is missing, temporarily out of the country, or in prison.
  - f. If FBIHQ approves recommendation, ADEX cards will be prepared including two copies for field. Copy of FD-122 will be returned stamped "ADEX card approved, copies attached." Check cards for accuracy. Place one in alphabetical section of field office ADEX and other in either geographical section or unavailable section.
  - g. When subject is approved for ADEX, submit Security Flash Notice (FD-165) to check records of Identification Division and post flash notice if fingerprints of subject are on file. FD-165 will be returned if positive identification cannot be made. In latter event,

FD-165 should be submitted every two years as long as subject remains on ADEX and no fingerprint record has been located. These submissions should be timed to coincide with biennial review of case.

4. Format of ADEX card.

a. Data to appear on face of card

Itemized below are descriptive categories in which subject may be classified and corresponding abbreviations for use on FD-122 and ADEX card.

- |   |     |
|---|-----|
| (1) Full name and aliases               |     |
| (2) Date and place of birth             |     |
| (3) Race                                |     |
| White                                   | W   |
| Black                                   | B   |
| Other                                   | O   |
| (4) Sex                                 |     |
| Male                                    | M   |
| Female                                  | F   |
| (5) Citizenship                         |     |
| U. S. Citizen                           | CT  |
| Alien                                   | AL  |
| (6) Residence address                   |     |
| (7) Employment (occupation and address) |     |
| (8) Type of activity                    |     |
| Black Extremist                         | BEX |
| Communist (pro-Chinese)                 | CMC |
| Communist (pro-Soviet)                  | CMS |
| Communist (Trotskyist)                  | CMT |
| Foreign Nationality                     | FRN |
| Puerto Rican Nationalist                | PRN |
| Revolutionary                           | REV |
| Miscellaneous                           | MSC |

Activities connected with "New Left" or anarchistic elements should be shown as "Revolutionary." The term "Foreign Nationality" covers foreign-directed subversion, e.g., Soviet or Chicom espionage, Arab terrorism. The abbreviation FRN should be followed by nationality involved e.g., FRN-Arab, FRN-Cuban.

- |                              |     |
|------------------------------|-----|
| (9) Special Interest         |     |
| Espionage Subjects           | ESP |
| Foreign government employees | FGE |
| U. S. Government employees   | GOV |

(10) Unavailable section

- |                |    |
|----------------|----|
| Missing        | MI |
| Out of country | OC |
| Imprisoned     | PR |

- (11) Key facility geographical reference number (obtained from Department of Defense Key Facilities List), if applicable, and agency having security responsibility, which is Army.

(12) Field office and FBIHQ file numbers

b. Data to appear on separate card attached to ADEX card in geographical or unavailable section.

- (1) Physical description
- (2) Photograph, with date taken. It should be most current or best likeness of subject available.

- (3) Dangerous characteristics of subject, e.g., notation if subject carries firearms.
  - (4) Any special information needed to locate subject.
  - (5) Notation that security flash notice (FD-165) has been posted with Identification Division
  - (6) FBI number and fingerprint classification, when available.
- Case should normally be kept pending to secure all pertinent identifying data enumerated in paragraphs a. and b. above. However, if it appears a considerable amount of effort would be required to obtain a particular item, use judgment in deciding whether to continue in pending status solely for this purpose.

Use FD-186 to report above information. File in case file.

5. Arrangement of ADEX

a. At FBIHQ.

Index is printed on IBM cards, two copies of which are sent to field. An alphabetical breakdown of true names and all aliases of subjects is maintained at FBIHQ.

b. In field office

Index is maintained in three sections:

(1) Alphabetical section

This section includes one complete set of current ADEX cards.

(2) Geographical section

This section includes ADEX cards of all subjects except those who are missing, temporarily out of the country, or in prison. Geographical section is broken down by residence address in accord with needs of each office, e.g., by state, county, city, or if needed, into boroughs or suburbs. Cards are filed alphabetically under each such breakdown.

(3) Unavailable section

This section includes cards of individuals who are missing, out of the country for an indefinite period, or imprisoned, broken down into three corresponding subsections.

(a) Missing subjects

(b) Subjects out of country for indefinite period

Include foreign residence and employment addresses on FD-122, if known. Place stops with INS to be advised of subject's return. Verify foreign residence annually.

(c) Subjects imprisoned

Identify institution in which subject is incarcerated on FD-122. Request prison authorities to notify us of subject's release and set tickler to verify.

6. Special interest subjects

Following classes of individuals could be of special interest in national emergency:

a. Espionage subjects

Any action taken in these cases should be handled, if possible, in such manner as to not destroy the opportunity to penetrate an active espionage network.

b. Foreign government employees

Any action taken in these cases must be handled so as to minimize the possibilities of diplomatic repercussions.

- c. U. S. Government employees  
These subjects are of special interest to Department of Justice. Cards on "Special Interest" subjects should be filed in regular sequence with other ADEX cards.
7. Changes in residence and employment of ADEX subjects
- Develop sources to insure that any such changes are promptly brought to our attention.
  - Submit FD-122 whenever changes occur. Also submit FD-366 to FBIHQ and Secret Service locally.
8. Changes in other background data
- Submit any changes, additions, or deletions in data required by FD-122 in an updated FD-122. If item being deleted, specify "Delete."
  - Make notations concerning change on existing ADEX card pending receipt of revised card from FBIHQ.
9. Movement of ADEX subjects between offices
- Requests from other offices to verify addresses of subjects should be handled within thirty days.
  - Upon verification of new address, office of origin submit FD-128 transferring origin. Furnish original and copy to FBIHQ and two copies to office covering new address enclosing copies of previous reports, other pertinent serials, photograph if available, and ADEX cards.
  - If flash notice (FD-165) has been placed with Identification Division, note on FD-128 and designate extra copy for FBIHQ, attention Identification Division.
  - Old office of origin submit current report or LHM whenever there is pertinent information to report. Do not delay submission of FD-128 solely for preparation of report or LHM, but note on FD-128 latter being prepared. Old office of origin furnish Secret Service locally with subject's new residence and business addresses by FD-366 and provide copies to new office of origin for dissemination to Secret Service there.
  - If new office of origin plans no further investigation, advise FBIHQ by letter that case is being closed.
10. Subject entering U. S. armed forces  
Submit FD-122 to cancel ADEX and FD-366 to advise Secret Service, furnishing copy of latter to local Secret Service office. Be certain interested military agency has been forwarded all pertinent subversive data regarding subject and is aware of subject's entry into armed forces. Where appropriate, prepare up-to-date LHM or report for dissemination to military agency and to Secret Service both at FBIHQ and field level. While subject is serving in armed forces, appropriate military agency has complete jurisdiction over his activities and no active investigation should be conducted by FBI. Geographical card for subject should be filed in case file marked "canceled" and alphabetical card destroyed. When subject returns to civilian status, determine if activities warrant inclusion in ADEX. If so, submit FD-122 so recommending as well as current report. If not, advise FBIHQ by letter.
11. Removal of cards from ADEX  
Subject should be removed from ADEX for any of the following reasons:
- Death
  - Permanent departure from U. S. or Puerto Rico
  - Designation as security informant
  - Subject no longer falls within ADEX criteria

In all of the above cases recommend removal from ADEX by FD-122 with attached succinct summary of facts. In all instances except c., submit current LHM or report for dissemination to Secret Service at FBIHQ and also furnish report or LHM to Secret Service locally.

12. Reevaluation of ADEX status

Prepare administrative tickler concerning each ADEX subject to come up at two-year intervals. This tickler, which is independent of any assignment card, should prompt careful assessment of case to insure subject still falls within ADEX criteria.

- d. Above also applies to Agent's notes taken during surveillances or concerning evidence otherwise obtained.
13. Interviews with subjects of security investigations

a. Policy

- [ (1) ] No security investigation of an individual is to be closed unless subject is included in ADEX or consideration given to interview. Bureau will not authorize cancellation of ADEX card for inactivity until subject has been interviewed or Bureau advised why interview is inadvisable.
- [ (2) ] With regard to subversive and revolutionary organizations, rank-and-file members and their counterparts in similar nonmembership groups may be interviewed on SAC authority; however, prior Bureau authority must be obtained for interviews of subjects when circumstances indicate a delicate situation and a greater than usual risk involved, such as nationally prominent individuals, labor leaders and persons in educational, mass media, religious or publishing fields. Prior Bureau authority is also required to interview those who have publicly disclosed or are likely to disclose to the mass media contacts by Bureau Agents for the purpose of placing the Bureau in a bad light by falsely charging harassment or who have misstated or are likely to misstate the facts concerning the interview for self-serving purposes.
- (3) Prior to interview, conduct informant, credit (identifying information only), arrest, and indices checks on individual to be interviewed, determine employment, establish subject not employed or connected with any sensitive area requiring Bureau authorization for an interview, and prepare memorandum for SAC setting forth available facts. Each such interview must be personally approved by SAC. If subject not interviewed, closing communication must show reason for not interviewing.
- (4) Where prior Bureau authority is required, no report need be submitted when requesting Bureau authority to interview subject.]

b. Purpose

- (1) When investigation is inconclusive, to determine subject's sympathies and whether he continues to adhere to revolutionary doctrines
- (2) To develop information concerning activities of subject and his associates in subversive movement
- (3) To develop informants

- c. [Deleted]
- d. [Deleted]
- e. [Deleted]



## f. Letter requesting Bureau authority for interview

(1) In absence of special circumstances, include following statement in first paragraph of letter.

(a) Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If subject is cooperative, no affirmative steps will be taken during initial interview to direct his activities and complete background investigation required by section 107C of Manual of Instructions will be conducted and Bureau will be requested to authorize recontact with subject as PSI.

(b) Form FD-336 contains above statement and may be used. Statement in no way precludes interviewing Agents from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potential as informant.

(c) If available, letter must contain following information:

I. Residence address, occupation, employment, race, date and place of birth, citizenship, and status of health

II. Marital status. If married, occupation, employment, and race of spouse.

III. Length of time subject was member of or affiliated with subversive organization and positions held. When investigation is based on circumstances other than membership or affiliation with subversive organizations, briefly set forth facts.

IV. If married, state if spouse is or has been member of or affiliated with subversive groups, positions held, and period of such membership or affiliation.

V. Membership or affiliation of any other close relatives in subversive groups

VI. Information regarding defection, expulsion, inactivity, and present sympathies of subject and, if married, of spouse

VII. What is expected to be gained by interview

(d) In each letter, pertinent information, if available, regarding seven items listed must be set out under appropriate number but headings need not be restated. If no pertinent data is available regarding any item, so indicate after number.

(2) Letters must be personally approved by SAC.

(3) One copy of letter should only be first page of letter. When unnecessary to issue specific instructions, Bureau will approve request by stamping this page and returning by routing slip.

(4) When authorized, interview must be conducted within 45 days. If not possible, advise Bureau and indicate subject will be contacted within 45 days. If interview has not been conducted at end of second period, request new authority. Include any new information bearing upon advisability of interview.

## g. Preparation for and conduct of interview

(1) Preparation must be thorough and interview conducted so that Agents will not be compromised, Bureau will not be embarrassed, and informants will not be exposed. CPUSA has planned traps for Agents attempting interviews with members by installing recording machines in members' homes or endeavoring to have interview observed by concealed third party.

(2) [Safety, security, sensitivity and good judgment are considerations in evaluating necessity for two Agents to conduct interview of any subject in all types of security investigations, i.e., revolutionary, subversive or extremist. Special Agents in Charge have responsibility and option of deciding when two Agents should be present during any interview of this nature. Safety of Special Agents should be first priority in any evaluation in this regard. If two Agents conduct interview, background of subject and circumstances will determine how approach should be handled. Agent experienced in security investigations who is knowledgeable regarding development of informants should conduct interrogation. Actual approach need not be made by two Agents; one Agent may observe from secure distance.]

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(1) In absence of special circumstances, include following statement in first paragraph of letter.

(a) Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If subject is cooperative, no affirmative steps will be taken during initial interview to direct his activities and complete background investigation required by section 107C of Manual of Instructions will be conducted and Bureau will be requested to authorize recontact with subject as PSI.

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I. Residence address, occupation, employment, race, date and place of birth, citizenship, and status of health

II. Marital status. If married, occupation, employment, and race of spouse.

III. Length of time subject was member of or affiliated with subversive organization and positions held. When investigation is based on circumstances other than membership or affiliation with subversive organizations, briefly set forth facts.

IV. If married, state if spouse is or has been member of or affiliated with subversive groups, positions held, and period of such membership or affiliation.

V. Membership or affiliation of any other close relatives in subversive groups

VI. Information regarding defection, expulsion, inactivity, and present sympathies of subject and, if married, of spouse

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## g. Preparation for and conduct of interview

(1) Preparation must be thorough and interview conducted so that Agents will not be compromised, Bureau will not be embarrassed, and informants will not be exposed. CPUSA has planned traps for Agents attempting interviews with members by installing recording machines in members' homes or endeavoring to have interview observed by concealed third party.

(2) Interviews should be conducted by two Agents. Agent experienced in security investigations who is knowledgeable regarding development of informants should conduct interrogation. Actual approach need not be made by both Agents; one Agent may observe from secure distance. (Two Agents should be physically present during interview or contact with known or suspected Nation of Islam members in all cases.) Background of subject and circumstances will determine how approach should be handled.

d. Above also applies to Agent's notes taken during surveillances or concerning evidence otherwise obtained.

13. Interviews with subjects of security investigations

a. Policy

- [ (1) ] No security investigation of an individual is to be closed unless subject is included in ADEX or consideration given to interview. Bureau will not authorize cancellation of ADEX card for inactivity until subject has been interviewed or Bureau advised why interview is inadvisable.
- [ (2) ] With regard to subversive and revolutionary organizations, rank-and-file members and their counterparts in similar nonmembership groups may be interviewed on SAC authority; however, prior Bureau authority must be obtained for interviews of subjects when circumstances indicate a delicate situation and a greater than usual risk involved, such as nationally prominent individuals, labor leaders and persons in educational, mass media, religious or publishing fields. Prior Bureau authority is also required to interview those who have publicly disclosed or are likely to disclose to the mass media contacts by Bureau Agents for the purpose of placing the Bureau in a bad light by falsely charging harassment or who have misstated or are likely to misstate the facts concerning the interview for self-serving purposes.
- [ (3) ] Prior to interview, conduct informant, credit (identifying information only), arrest, and indices checks on individual to be interviewed, determine employment, establish subject not employed or connected with any sensitive area requiring Bureau authorization for an interview, and prepare memorandum for SAC setting forth available facts. Each such interview must be personally approved by SAC. If subject not interviewed, closing communication must show reason for not interviewing.
- [ (4) ] Where prior Bureau authority is required, no report need be submitted when requesting Bureau authority to interview subject.]

b. Purpose

- [ (1) ] When investigation is inconclusive, to determine subject's sympathies and whether he continues to adhere to revolutionary doctrines
- [ (2) ] To develop information concerning activities of subject and his associates in subversive movement
- [ (3) ] To develop informants

- c. [Deleted]
- d. [Deleted]
- e. [Deleted]

furnish copies of reports bearing dual character, "Security of Government Employees; Security Matter - C," to appropriate intelligence agencies of armed services. Instructions regarding dissemination to Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, appear in this section of this manual under individuals employed in or having access to key facilities - dissemination. Instructions regarding all phases of FBI responsibilities under Executive Order 10450 are in section 19, volume II, of this manual.

- h. Individuals who own property or reside in immediate vicinity of installation or other premises under cognizance of branch of armed services Disseminate locally to intelligence service of military branch involved.
- i. Airmen issued certificates by Federal Aviation Administration (FAA) FAA issues certificates to airmen, defined as persons in command or acting as pilot, mechanic, or member of crew in navigation of aircraft while under way; individuals directly in charge of inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in capacity of aircraft dispatcher or air-traffic control tower operator. Furnish subversive data concerning such persons to Bureau by report or LHM. In cover communication, recommend it be furnished to FAA. Dissemination will be made only at Bureau. For additional instructions regarding dissemination to FAA, see MRR, part II, section 5.
- j. Dissemination to Secret Service  
Under agreement between FBI and Secret Service concerning protective responsibilities dated 11-26-71 (set out in section 102, volume IV, of this manual), reports or LHMs are disseminated to Secret Service (both locally and at [FBIHQ]) in all cases which meet standards set forth. As practical matter, this includes virtually all security cases on individuals where any substantial information exists as to subversive, extremist, or revolutionary activities or sympathies on the subject's part. Furnish Bureau extra copy of report or LHM in these cases.
  - (1) Secret Service must be advised of reason for referral; that is, statement of class or classes of agreement which applies to subject. Use FD-376, which serves as letter of transmittal for both local and [FBIHQ] dissemination. Forward original and one copy to Bureau. Maintain copy in case file and upon transfer of origin, furnish copy to new office of origin. Be certain individual is properly categorized.
  - (2) If subject of prior investigation is being recommended for ADEX, do not disseminate prior reports without first reviewing them carefully to insure they meet current reporting standards and are suitable for dissemination. If one or more prior reports are found unsuitable for dissemination, prepare LHM containing the pertinent information involved for dissemination to Secret Service along with current report. Forward copies of such LHM to Bureau for [FBIHQ] dissemination.
  - (3) After initial dissemination to Secret Service, as changes occur in residence and employment, advise Secret Service locally by FD-366 and furnish two copies to Bureau.
  - (4) For instructions pertaining to dissemination to Secret Service in matters involving threats against President, refer to section 134B, volume IV, of this manual.

(5) Upon transfer of office of origin in these cases, old office of origin should furnish Secret Service locally with subject's new residence and business address by LHM or FD-366 with copies to Bureau and new office of origin for dissemination to Secret Service headquarters and Secret Service office covering new residence, respectively.

k. Dissemination at Bureau

There are situations in which dissemination is made only at Bureau. Do not disseminate information to any field branch of another Government agency where security measures are inadequate. In such instances bring data to immediate attention of Bureau for [FBIHQ] dissemination. In addition, Atomic Energy Commission receives reports only through Bureau. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including State Department, only at [FBIHQ.]

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## 5. Other statutes

Following statutes should also be considered in security investigations.

- a. Fraud against Government (Title 18, USC, § 1001)  
This section includes possible fraud against Government violations through concealments or falsifications relating to subversive information. Violation must be presented to Department instead of local USAs for prosecutive opinion. They ordinarily involve execution of U. S. Government forms. Common violators are employees of private concerns having Government contracts who execute Government forms required for clearance for access to classified information. (See section 47, volume II, of this manual.)
- b. Private correspondence with foreign governments (Title 18, USC, § 953)  
Prohibits U. S. citizen from corresponding, without U. S. authority, with foreign government to influence conduct of that government in relation to any disputes or controversies with U. S. or to defeat measures of U. S.
- c. Rebellion or insurrection (Title 18, USC, § 2383)  
Whoever incites, sets on foot, assists, or engages in any rebellion or insurrection against authority of U. S. or its laws shall be fined not more than \$10,000 or imprisoned not more than ten years, or both; and shall be incapable of holding any office under U. S.
- d. Sedition (Title 18, USC, §§ 2387, 2388, and 2391)  
These sections penalize attempts to undermine loyalty, discipline, or morale of U. S. armed forces. (See section 88, volume III, of this manual.)
- e. Seditious conspiracy (Title 18, USC, § 2384)  
If two or more persons in any state or territory, or in any place subject to jurisdiction of U. S., conspire to overthrow, put down, or to destroy by force Government of U. S., or to levy war against them, or to oppose by force authority thereof, or by force to prevent, hinder, or delay execution of any law of U. S., or by force to seize, take, or possess any property of U. S. contrary to authority thereof, they shall each be fined not more than \$20,000 or imprisoned not more than twenty years, or both.
- f. Recruiting for service against U. S. (Title 18, USC, § 2389)  
Whoever recruits soldiers or sailors within U. S., or in any place subject to its jurisdiction, to engage in armed hostility against the same; or whoever opens within U. S., or any place subject to its jurisdiction, a recruiting station for enlistment of soldiers and sailors to serve in any manner in armed hostilities against U. S. shall be fined not more than \$1,000 or imprisoned not more than five years, or both.
- g. Immigration and Nationality Act of 1952, as amended by Expatriation Act of 1954  
The 1952 act provides that national of U. S., whether by birth or naturalization, shall automatically lose his nationality if he is convicted of: (1) committing any act of treason against U. S., or (2) attempting to overthrow by force U. S. Government, or (3) bearing arms against U. S. Offenses committed subsequent to 12-24-52 where conviction is obtained make defendant subject to expatriation. Expatriation Act of 1954 provides for expatriation when subject is convicted for one of following offenses subsequent to 9-3-54: (1) violating or conspiring to violate Title 18, USC, § 2383 (inciting rebellion or insurrection against U. S.); or (2) willfully performing any act in violation of Title 18, USC, § 2385 (Smith Act of 1940); or (3) violating Title 18, USC, § 2384, by engaging in conspiracy to overthrow, put down, or destroy by force U. S. Government; or (4) levying war against U. S.



B. INVESTIGATION OF COMMUNIST PARTY, USA; SOCIALIST WORKERS PARTY; OTHER MARXIST  
[ REVOLUTIONARY-TYPE ORGANIZATIONS; FRONT GROUPS; [REVOLUTIONARY ACTIVITIES]  
AND MISCELLANEOUS ORGANIZATIONS

1. Purposes of investigation

- a. To obtain legally admissible evidence for prosecution under existing Federal statutes
- b. To obtain sufficient pertinent data to determine organization's character and permit implementation of EO 10450
- c. To obtain intelligence data in order to have day-to-day appraisal of strength, dangerousness, and activities of organization; and to keep Department and other interested Government agencies advised

Specific objectives should include:

- a. Development of confidential informants at all levels of organization
- b. Coverage of all important ramifications of organization's activities
- c. Development of admissible evidence against organization's officials for violation of Federal laws

2. Policy

a. General

- (1) By Presidential directive 9-6-39, and subsequent restatements, FBI is charged with responsibility for coordinating all information regarding U. S. internal security.
- (2) FBI employees should not discuss communist or related investigations with any unauthorized individuals. This subject is not to be discussed in speeches of Bureau employees without specific authorization. However, mimeographed material, including speeches, testimony, and magazine articles prepared by Director, may be furnished without discussion to individuals interested.
- (3) Investigations must be conducted in most discreet and thorough manner. Members of law enforcement agencies are not to accompany Agents during security investigations without Bureau authority.
- (4) Established sources and informants who are students or employees at institution of learning, but who are not reporting on any campus activities or any matter pertaining to educational institution, may be contacted without Bureau authority. These contacts must be made away from campus.
- (5) No photographic surveillances are to be conducted in security cases without specific Bureau authority and then only when essential to protect Bureau's interest in internal security cases by supplementing informant coverage. In request for Bureau authority for photographic surveillance, outline manner in which it will be conducted and supervised.

b. Established subversive groups

- (1) Keep Bureau currently advised by appropriate communication, and later incorporate in reports, all pertinent activities, including any changes in principal officers, structure of organization, and forthcoming events.
- (2) If no specific leads outstanding, case may be placed in pending-inactive status after submission of initial report.
- (3) Submit reports semiannually unless advised otherwise in individual cases.

c. Newly formed known or suspected subversive organizations, including those affiliated with [revolutionary activities] movement.

- (1) When information is received concerning formation of group, immediately open case and advise Bureau.
- (2) Conduct sufficient inquiry through established sources to determine character of group.
  - (a) If further investigation warranted, submit report and thereafter submit reports semiannually unless advised otherwise in individual cases.
  - (b) If further investigation not warranted, furnish Bureau results of preliminary inquiry and reasons for this determination by letter. Incorporate any pertinent information in form suitable for dissemination.

- (8) Develop fully and include following in report:
    - (a) Address of organization
    - (b) Brief characterization of organization, including total membership
    - (c) Principal officers of organization
    - (d) Pertinent information showing communist objective is to infiltrate organization and influence its policy. Results of infiltration efforts, including communist affiliations of officers and members.
  - (9) Caption of all correspondence should contain "Communist Infiltration" preceding name of organization.
  - (10) If organization becomes completely dominated and controlled by CPUSA or other communist group, submit recommendation to Bureau to drop "Communist Infiltration" from title and investigate as communist front.
- [
- [
- [
- g. Revolutionary[Activities]underground-type publications
    - (1) Conduct no investigation without prior Bureau approval.
    - (2) Review all[revolutionary activities]underground-type publications coming to your attention to determine if pertinent material therein advocates civil disobedience, rioting, preparation or use of explosives, and other extremist activity. Advise Bureau of results of review and request Bureau approval for investigation. Submit your request using caption containing title of publication with character "IS -[Revolutionary Activities.]"
    - (3) Upon receipt of Bureau authority for investigation, obtain information concerning nature of publication, its location, circulation, sources of income, and principal organizers.
    - (4) Handle investigation discreetly through established sources and submit results in form suitable for dissemination.

3. Investigative procedures re subversive organizations, [revolutionary activities] groups, suspected subversive organizations, and communist fronts. Develop fully and report on following topics, where applicable:

- a. Origin and scope
 

Date of formation. Circumstances under which founded. Identify individual or individuals responsible for organizing group. Identify all chapters and give their locations.
- b. Whether incorporated
 

Determine if organization has filed incorporation papers with appropriate state officials.
- c. Aims and purposes
 

Determine whether organization advocates violence, resistance, and unlawful activity.
- d. Location of headquarters
- e. Officers
 

List principal officers, including board of directors, and give appropriate characterization of each showing subversive affiliation.
- f. Membership
  - (1) General
 

Ascertain estimated membership. Whenever possible, secure membership lists, mailing lists, or other records showing affiliation with organization. Secure accurate description of all lists to eliminate confusion as to exact identity or significance of any list.
  - (2) CPUSA
 

Details of semiannual reports are not to contain membership statistics. Following instructions are for cover pages.

    - (a) Cover pages must contain latest statistics on total CPUSA members in district. Set forth on separate page or pages. Offices covering district headquarters should submit following figures: for entire district, for individual states, or portion of state covered by district. Auxiliary offices which have been authorized to submit this data by letter should include membership figures in such letters and submit them to Bureau and office of origin on April 1 and October 1. Office of origin responsible to obtain complete figures from auxiliary offices.
    - (b) Each office must show for its territory following: number of Negroes in CPUSA, name and title of each Negro who has national level position or who has district level position above that of club chairman. When possible, membership totals should be broken down as to nationality, sex, employment, veteran status, and membership in unions.
    - (c) Include evaluation of reliability of figures furnished by each source and of final figures. Use of only one source is not acceptable unless facts demonstrate such information is most reliable available. Also include totals of positively identified CPUSA members and tentatively identified members within six-month period preceding report.
    - (d) Explain in detail any increase or decrease in membership. Include results of membership recruiting drives. Endeavor to ascertain results of national registration drives.
    - (e) Include whether all persons identified as CPUSA members in report who reside within area covered by reporting office are listed in Administrative Index (ADEX), or are informants or sources. List any exception by name and show status of investigation and whether name has been furnished to Bureau for indexing.
- g. Official organ, if any, and other literature
  - (1) May be obtained through confidential mailbox, panel sources, and confidential informants
  - (2) Appropriately identify all such literature.
  - (3) Promptly furnish to Bureau at least one copy of each pertinent piece of literature.
- h. General activities

- i. Finances  
Special efforts must be made to locate and monitor bank accounts of organizations. Emphasis must be placed on determining if funds are being furnished organizations from foreign sources and if there is any rapport between the organizations and organizations in foreign countries.
- j. Support given to or received from CPUSA or other communist group  
Develop evidence showing support, financial or otherwise, given by organization to CPUSA or other communist group or received by organization from CPUSA or other communist group.
- k. Implementation of CPUSA line or that of other communist group  
Usually shown through comparison of programs and literature of organization with those of CPUSA or other communist group during any particular period.
- l. Accuracy of identifications  
Use extreme care to assure statements relating to affiliations or membership in subversive organizations are accurate in all respects. Show exact basis, plus corroboration wherever possible, for identification of suspected organizations or individuals with information of a possible subversive nature. Never refer to a person as a "known communist" unless he is publicly known as such.
- m. Specific requirements for CPUSA investigations  
Follow previously established reporting format. New York is responsible, in addition to reporting activities of New York District, for investigating and reporting separately on national committee meetings, national training schools, and other important national meetings.
- n. Socialist Workers Party (SWP) and other Marxist-Leninist or Trotskyist groups  
All offices submit semiannual reports and carry as pending inactive, except New York whose report on SWP activities on national basis should be designated pending. New York also submit report on local SWP activities. Indicate in cover pages whether all persons identified in report as members of SWP or as members of other Marxist-Leninist or Trotskyist groups who reside within area covered by reporting office are listed in [Administrative Index (ADEX)], or are informants or sources. List any exception by name and show status of investigation and state whether name has been furnished Bureau for indexing.

Data concerning above topics can usually be secured through following sources: confidential informants, incorporation records, bank records, literature and publications of organization, newspapers, public meetings and rallies, confidential investigative techniques, various public records, panel sources, confidential sources and other sources of information, interviews with past or present CPUSA members, review of field office files, pretext interviews, surveillances, Agents attending mass meetings, etc.

4. Dissemination of information to Secret Service regarding plots against President  
On [11-26-71], an "Agreement Between the Federal Bureau of Investigation and the [United States] Secret Service Concerning [Protective Responsibilities]" was signed and became effective. This agreement is set out in its entirety in section 102, volume IV, of this manual. Agreement provides that FBI, in its investigations of organizations whose activities are inimical to welfare of U. S., will be alert to and promptly notify Secret Service of any information indicating plot against person of the President. It is responsibility of Secret Service to initiate necessary action to neutralize such plot.
- a. Be alert during investigation of organization for information indicating plot against person of President. Upon receipt, immediately furnish complete details to nearest office of Secret Service and appropriate local law enforcement agencies and advise Bureau by teletype, or telephone if facts warrant, of information furnished and fact it has been so disseminated. Attempt immediately to verify information, but do not attempt evaluation of information.

- b. Promptly prepare LHM, including complete details disseminated and identities of Secret Service officer and local law enforcement officers to whom given and date and time of notification. Promptly disseminate LHM locally to Secret Service and any other appropriate Government agency and furnish sufficient copies to Bureau for dissemination at [FBIHQ.] Disseminate copies of all LHMs and reports concerning organization locally to Secret Service on continuing basis and furnish extra copies of such communications to Bureau for dissemination at [FBIHQ.]
  - c. Determine identities of members of organization involved in plot. Background information concerning such individuals should be fully developed and included in communications disseminated to Secret Service.
5. Communist Influence in Racial Matters, Internal Security - C (code name "CIRM"). Bufile 100-442529. Office of origin: New York
- a. Submit quarterly reports, to reach Bureau by February 1, May 1, August 1, and November 1 on full extent of communist influence in racial matters. Include information on communist infiltration of Negro organizations and subversive individuals active in racial movement. Include this information even if it duplicates information in other reports. Offices with no information to report advise Bureau by letter.
  - b. Use three-part outline in report: (1) Communist Strategy, (2) Communist Tactics, and (3) Communist Penetration and Influence in Racial Organizations. Under strategy, include plans and line of CPUSA and other communist groups, such as SWP and Progressive Labor Party. Under tactics, describe communist direction, influence, and participation in demonstrations, disturbances, and other events with racial overtones. List events in chronological order with appropriate sub-headings. In part three, report influence of subversives in racial organizations.
6. Title and character.  
Communications covering organizations and groups should carry the name of the organization and characters as set out below.
- a. Internal Security - Communist  
The use of this character will apply to:
    - (1) Communist basic revolutionary organizations (both pro-Soviet and pro-Chinese); for example, Communist Party, USA, and Progressive Labor Party.
    - (2) Communist front groups.
    - (3) Communist infiltrated groups.
  - b. Internal Security - Communist (Trotskyist)  
The use of this character will apply to:
    - (1) Trotskyist basic revolutionary organizations such as the Socialist Workers Party, Workers World Party, Young Socialist Alliance and Youth Against War and Fascism.
    - (2) Trotskyist fronts such as the Student Mobilization Committee.
  - c. Internal Security - [Revolutionary Activities]  
This will include all organizations affiliated with [Revolutionary] Movement [groups] except those which would be characterized as Communist or Trotskyist front and infiltrated groups.

Where appropriate, include identity of particular district or field division; e.g.,

Communist Party, USA  
 \_\_\_\_\_ District  
 \_\_\_\_\_ Division  
 Internal Security - C

7. Classification - 100

5. Recommendation and preparation of ADEX cards
  - a. When potential dangerousness of subject has been established, office of origin is to prepare recommendation to Bureau on FD-122, in triplicate. Forward original and copy to Bureau, and place copy in subject's file. FD-122 has three uses: (1) to recommend subject for ADEX, (2) to submit changes for existing cards, and (3) to recommend subject be deleted from ADEX. Submit abstract when recommending subject for ADEX, or removal from ADEX, but no abstract for changes.
  - b. When FD-122 is submitted to recommend subject for ADEX, attach additional page or pages setting out succinct summary of facts on which recommendation based. Facts must be in sufficient detail to support recommendation, including justification for designated category.
  - c. If, at conclusion of investigation, subject is not being recommended for ADEX, closing communication should show reasons.
  - d. Summary report must be submitted when subject is recommended for ADEX unless one was previously furnished to Bureau. In latter instance, up-to-date report or LHM should be submitted. If case is pending because of outstanding leads, set out additional lead to follow authorization of ADEX card by Bureau. If case would otherwise be closed, place in pending-inactive status with lead to follow approval by Bureau and then close administratively.
  - e. Do not delay recommendations for ADEX because of absence of background or descriptive data. Submit recommendation with current report and retain in pending status to obtain missing items.
  - f. Subjects missing or out of country may be recommended for ADEX. FD-122 should include data required for unavailable section.
  - g. If Bureau approves recommendation, ADEX cards will be prepared. Copy of FD-122 will be returned stamped "ADEX card approved and prepared, two copies attached. Place description and photograph on reverse side of Geographical card." These cards should be filed in field office ADEX as outlined below. Place returned copy of FD-122 in subject's main file.
  - h. When cards are received from Bureau, check data for accuracy. Cards will be complete except for description and photograph, which are maintained on separate card stapled to back of one ADEX card. File this card in geographical section (except unavailable section cards.) Second ADEX card is filed in alphabetical section.
6. Inclusion in Stop Index File
  - a. Submit FD-122 in triplicate to Bureau when designating Category I ADEX subjects who are extremists for inclusion in Stop Index File.
  - b. Succinct summary with FD-122 should contain recommendation for inclusion in Stop Index File and appropriate descriptive data.
  - c. After recommendation approved, the third FD-122 copy will be forwarded to the Voucher-Statistical Section which maintains the Stop Index File for Category I ADEX extremist subjects.
7. Content and appearance of ADEX card
  - a. Data to appear on face of card
 

When complete, face of ADEX card should contain following information. If any items are missing, keep case pending to obtain necessary information. Set forth under each item are possible categories in which subject may be classified and code letters for appropriate space on FD-122. These code letters will appear on cards received from Bureau.

    - (1) Name and aliases
 

Full and correct name and aliases of subject
    - (2) Race
 

White (Caucasian)	W
Negro	N
Chinese	C
Others	O

(All others, including Orientals (except Chinese), American Indian, etc.)

- (3) Sex  
 Male M  
 Female F
- (4) Citizenship  
 Native born NB  
 Naturalized NA  
 Alien AL  
 (If unknown, space should be left blank, but status should be ascertained and submitted by FD-122.)
- (5) Organizational affiliation or nationalistic tendency  
 American Socialist Clubs ASC  
 American Workers' Communist Party AWC  
 Black Nationalist BNT  
 Black Panther Party BPP  
 Communist Party, USA COM  
 Groups advocating independence for Puerto Rico PRN  
 Minutemen MIN  
 Nation of Islam NOI  
 Progressive Labor Party PLP  
 Proletarian Party of America PPA  
 Revolutionary Action Movement RAM  
 [Revolutionary Activities RA]  
 Revolutionary Union RU  
 Socialist Workers Party SWP  
 Spartacist League SPL  
 Student National Coordinating Committee SNC  
 Students for a Democratic Society SDS  
 Workers World Party WWP  
 Albanian ALB  
 Bulgarian BUL  
 Chinese CH  
 Cuban CUB  
 Czechoslovakian CZE  
 Hungarian HUN  
 Polish POL  
 Romanian ROM  
 Russian RUS  
 Yugoslavian YUG
- (6) Category designation  
 Category I C I  
 Category II C II  
 Category III C III  
 Category IV C IV
- (7) Special Tabbing  
 Pro-Cuban CUB  
 Espionage subjects ESP  
 Foreign government employees FGE  
 U. S. Government employees GOV
- (8) Unavailable section  
 Missing MI  
 Out of country OC  
 Imprisoned PR
- (9) Date and place of birth

## 6. Character

- a. The designation "Security Matter" (SM where appropriate) is to be set out in all instances. Use organizational affiliation where organization with which subject is affiliated is under current or continuing investigation or where a Bureau-approved thumbnail sketch exists.  
Examples: Security Matter - C (Communist)  
Security Matter - SWP (Socialist Workers Party)  
Security Matter - SMC (Student Mobilization Committee)
- b. Every effort is to be made to use a meaningful organizational affiliation or nationalistic tendency designation; however, where this cannot be done, following designations should be used:
- (1) Security Matter - Subversive (Where activity of subject consists primarily of efforts to disrupt or destroy Government operations through violent protest and is in line with espousal or support of philosophy which advocates overthrow of Government by any means possible, including force and violence, and/or a demonstrated propensity for violence to achieve the same objective or to deny others their rights under the Constitution.)
  - (2) Security Matter - [Revolutionary Activities] (Where activity of subject is primarily extremist, student and/or communal-existence oriented and relates to violent efforts to disrupt or destroy Government operations in line with espousal or support of a philosophy which advocates overthrow of the Government by any means possible, including force and violence, and/or a demonstrated propensity for violence to achieve the same objective or to deny others their rights under the Constitution.)

## 7. Status

Carry cases as pending until all active investigation has been conducted. Thereafter, status shall be as follows:

- a. Category I: Cases should remain in pending status and report or LHM submitted six months from date of last report or LHM.
- b. Category II: Cases should be reopened 45 days prior to six months from date of last verification to meet annual reporting and six-month verifications requirements.
- c. Category III: Cases should be reopened 45 days prior to one year from date of last annual verifications to meet annual reporting and verifications requirements.
- d. Category IV: Cases in which there have been reports, or LHMs in lieu of reports, or verifications within last year should be reopened 45 days prior to one year from that date to meet annual verifications requirements and 45 days prior to two years from that date to meet biennial reporting requirements.
- e. Subjects recommended for ADEX
  - (1) Pending inactive  
If all active investigation completed at time FD-122 forwarded to Bureau, set forth lead to follow for ADEX approval.
  - (2) Closed  
After ADEX approved, follow by administrative tickler for periodic report.
- f. Subject not being recommended for ADEX  
Closed - prior to closing, comply with instructions pertaining to interviews.

## 8. Content

- a. Include following and handle under topical headings (both in reports and LHMs) where appropriate.
  - (1) Background
    - (a) Birth data
    - (b) Citizenship status



- (c) Education
- (d) Marital status
- (e) Military service record (domestic or foreign, including type of discharge, citations, etc.)
- (f) Identification record
- (g) Employment
- (h) Residence
- (i) Status of health (if known)
- (2) Connections with basic revolutionary groups, front groups, and/or other subversive organizations or movements
  - (a) Information concerning admission into group, including sponsors, etc.
  - (b) History of activity in, attendance at meetings of, and positions held in subversive movement
- (3) Revolutionary statements by subject
  - (a) Determine each statement and full details surrounding it.
  - (b) Determine all statements showing adherence to principles of Marxism-Leninism or other revolutionary doctrines.
- (4) Other activities indicating furtherance of program of subversive organizations
  - (a) Speeches and writings
  - (b) Organizational directives and/or educational outlines signed by or issued by subject, or issued while subject was officer of organization
  - (c) Pertinent contacts between subject and leaders of organizations
  - (d) Details concerning subject's attendance or connection with subversive training schools
- (5) False statements made by subject, including aliases  
Evidence may be obtained from passports, tax returns, and voting, marital, employment, and selective service records..
- (6) Miscellaneous  
Pertinent items not falling under above categories
- b. Reports on individuals should be confined to:
  - (1) Information as to membership and activity in basic revolutionary organizations, front organizations, and/or other subversive organizations or unorganized groups
  - (2) Position and importance of subject in subversive movement
  - (3) Pertinent background information  
Include only information pertinent to determining whether or not subject is engaged in subversive activities. Set out date or period to which it pertains; e.g., John Doe advised on January 15, 1970, that subject attended CP meetings in January, 1965, in Syracuse, New York.
- c. Summarizing information
  - (1) When prior summary reports are not suitable for dissemination, include all pertinent information in current summary report with sources fully protected.
  - (2) Repetitious and cumulative items may be limited to representative number with each item set forth fully documented. Number of items will depend upon preponderance of other information showing dangerousness of subject.
  - (3) When selection of representative number of items is made, follow with summary statement that source advised during specified period of time subject also attended certain number of other meetings. (Set out file number and serial range in documenting such statements.)
  - (4) Where there is extensive activity in subversive organizations, it is permissible to use narrative statements without exact dates of

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## A. STATUTES

There are four principal statutes to consider in security investigations: Public Law 733 as implemented by Executive Order (EO) 10450, Smith Act of 1940, Internal Security Act of 1950 (ISA-50), and Communist Control Act of 1954. On occasion, other statutes may be applicable, such as seditious conspiracy, treason, fraud against Government, and Registration Act.

## 1. Public Law 733 as implemented by EO 10450

President, by Executive Order 10450, dated 4-27-53, established government-wide employee security program, based on authority and approach set forth by Congress in Public Law 733, enacted on 8-26-50.

Section 8(a) of EO 10450 provides that investigations conducted pursuant to this order shall be designed to develop information as to whether employment or retention in employment in Federal service of person being investigated is clearly consistent with interests of national security. Such information relates, among other things, to following:

"Membership in, or affiliation or sympathetic association with, any foreign or domestic organization, association, movement, group, or combination of persons which is totalitarian, Fascist, communist, or subversive, or which has adopted, or shows, a policy of advocating or approving the commission of acts of force or violence to deny other persons their rights under the Constitution of the United States, or which seeks to alter the form of government of the United States by unconstitutional means."

Attorney General's part of employee security program consists of making full field investigations through FBI; maintaining list of totalitarian, fascist, communist, or subversive organizations; and giving agencies advice in establishing and maintaining their security programs.

## 2. Smith Act of 1940 (Title 18, USC, § 2385). Advocating overthrow of Government

Smith Act prohibits knowingly advocating or teaching overthrow of Government by force or violence; publishing or circulating written or printed material with intent to cause such overthrow; attempting to organize group of persons who teach, advocate, or encourage such overthrow; and conspiring to commit these offenses. Penalty for conviction carries fine of not more than \$20,000 and/or imprisonment for not more than 20 years and shall be ineligible for employment by U. S. or any department or agency thereof for five years next following his conviction. Decisions by Supreme Court on 6-7-57 and 6-5-61 established new evidentiary standards, such as proof of incitement to action, which must be met by Government in future prosecutions under this act.

## 3. Internal Security Act of 1950 (Title 50, USC, §§[781-810])

Internal Security Act of 1950 (ISA-50) became effective 9-23-50. It generally provides for registration of communist-action and communist front organizations; amends obstruction of justice statute; implements espionage and sabotage statutes and various immigration and naturalization regulations; [and] prohibits contributing to establishment of totalitarian dictatorship. Act was amended 1-2-68 to delete requirement that communist organizations and their members register with Attorney General, a procedure ruled unconstitutional by Supreme Court because it violated constitutional rights against self-incrimination. This manual section is limited to ISA-50 provisions pertaining to communist-action organizations, communist front organizations, [and] contributing to establishment of totalitarian dictatorship.

## a. Communist-action organizations

## (1) Definition (§ 782)

Term "communist-action organization" means any organization in U. S. (other than diplomatic representative or mission of foreign government accredited by Department of State) which is substantially directed, dominated, or controlled by foreign government or foreign organization controlling world communist movement (referred to in section 781) and which operates primarily to advance objectives of world communist movement.

## (2) Factors to be considered by Subversive Activities Control Board (SACB) in determining whether organization is communist-action organization (§ 792)

SACB considers relationship of organization under review to foreign organization or foreign government described in above definition in regard to policies, activities, accountability, training received, financial support, concealment of foreign direction, and allegiance of its principal leaders to such foreign government or foreign organization.

## b. Communist front organizations

## (1) Definition (§ 782)

Term "communist front organization" means any organization in U. S. (other than communist-action organization) which (a) is substantially directed, dominated, or controlled by communist-action organization or (b) is substantially directed, dominated, or controlled by one or more members of communist-action organization, and (c) is primarily operated for purpose of giving aid and support to communist-action organization, communist foreign government, or world communist movement.

## (2) Factors to be considered by SACB in determining whether organization is communist front organization (§ 792)

SACB considers extent to which organization is managed and financed by any communist-action organization, communist foreign government, or world communist movement. SACB also considers extent to which organization's policies are similar to and extent it promotes objectives of any communist-action organization, communist foreign government, or world communist movement.

## c. How proceedings are instituted (§ 792)

When Attorney General has reason to believe any organization is communist-action or communist front organization, he files petition with SACB (and serves upon organization copy thereof) for determination that such is true by hearing before SACB.

## d. Findings of Board and publication of same (§ 792)

If, after hearing, SACB finds (1) that organization is communist-action or communist front organization, it makes report in writing of its findings and causes to be served on such organization an order determining organization to be communist-action or communist front organization.

Findings of SACB are published in Federal Register and this publication is notice to all persons that such orders have become final; records of SACB concerning such hearings shall be available to public.

## e. Employment of members; contributions of funds, services, or advice by Government personnel (§ 784)

When there is in effect final order of SACB determining any organization to be communist-action or communist front organization, it shall be unlawful

- (1) For any member of such organization with knowledge or notice of such final order: (a) to conceal or fail to disclose that he is a member of such organization in seeking, accepting, or holding any nonelective office or employment under U. S.; (b) to hold any nonelective office or employment under U. S.; (c) to conceal or fail to disclose that he is member of such organization in seeking, accepting, or holding employment in any defense facility; or (d) to hold office or employment with any labor organization, as defined in section 2 (5) of National Labor Relations Act, as amended, or to represent any employer in any matter or proceeding arising or pending under that act.
  - (2) For any officer or employee of U. S. or of any defense facility, with knowledge or notice of such final order of SACB: (a) to contribute funds or services to such organization; or (b) to advise, counsel, or urge any person, with knowledge or notice that such person is member of such organization, to perform or omit to perform, any act if such act or omission would constitute violation of any provision of paragraph (1) above.
- f. Use of mail and instrumentalities of interstate or foreign commerce (§ 789)  
Act requires any person acting for or on behalf of any organization for which there is in effect final order of SACB determining it to be communist-action or communist front organization to label properly all publications transmitted through mail or by any means or instrumentality of interstate or foreign commerce.
- g. [Deleted]
- h. Contributing to establishment of totalitarian dictatorship (§ 783)  
ISA-50 provides that it shall be unlawful for any person knowingly to combine, conspire, or agree with any other person to perform any act which would substantially contribute to establishment within U. S. of a totalitarian dictatorship, direction and control of which is to be vested in, or exercised by, or under domination or control of any foreign government, foreign organization, or foreign individual. Maximum penalty is \$10,000 or 10 years, or both, and thereafter be ineligible to hold any office or place of honor, profit, or trust created by Constitution or laws of U. S. Statute of limitations is 10 years, except statute will not run on officer or employee of U. S. until after his employment has ceased.
4. Communist Control Act of 1954  
Act is divided into three measures: (a) termination of rights, privileges, and immunities formerly enjoyed by CPUSA and subsidiary organizations; (b) determination of membership in CPUSA and other subversive organizations; and (c) amendment of ISA-50, bringing within its purview communist-infiltrated organizations. This manual section is limited to provisions pertaining to communist-infiltrated organizations (Title 50, USC, § 782).
- a. Definition of communist-infiltrated organization  
Term "communist-infiltrated organization" means any organization in U. S. (other than communist-action or communist front organization) which (1) is substantially directed, dominated, or controlled by individual or individuals who are, or who within three years have been, actively engaged in giving aid or support to communist-action organization, communist foreign government, or world communist movement, and (2) is serving, or within last three years has served, as means for (a) giving aid or support to any such organization, government, or



movement, or (b) impairment of military strength of U. S. or its industrial capacity to furnish logistical support required by its armed forces. Provided, however, that any labor organization which is affiliate in good standing of national federation or other labor organizations whose policies and activities have been directed to opposing communist organizations, communist foreign government, or world communist movement shall be presumed prima facie not to be communist-infiltrated organization.

- b. Proceedings when Attorney General has reason to believe organization is communist infiltrated  
He may file petition with SACB and serve copy on communist-infiltrated organization. He may join more than one organization as respondents to his petition. Hearings will then be conducted by SACB on evidence presented by Attorney General. SACB is empowered to make finding that organization is or is not communist-infiltrated, and within six months after an unfavorable determination organization may petition for a new determination.

SACB is also authorized to notify National Labor Relations Board (NLRB) of its findings and to publish findings in Federal Register. NLRB has power to deny organizations found to be communist infiltrated representation before it, and upon petition of twenty per cent of membership of communist-infiltrated labor union to NLRB, that body may nullify rights of union to represent its members and call for election to determine new bargaining representative.

- c. Factors to be considered by SACB in determining whether organization is communist infiltrated (§ 792a)

SACB shall consider following:

- (1) To what extent, if any, effective management of affairs of organization is conducted by one or more individuals who are, or within three years have been, (a) members, agents, or representatives of any communist organization, any communist foreign government, or the world communist movement with knowledge of nature and purpose thereof; or (b) engaged in giving aid or support to any such organization, government, or movement with knowledge of nature and purpose
- (2) To what extent, if any, policies of such organization are, or within three years have been, formulated and carried out pursuant to direction or advice of any member, agent, or representative of any such organization, government, or movement
- (3) To what extent, if any, personnel and resources of such organization are, or within three years have been, used to further or promote objectives of any such communist organization, government, or movement
- (4) To what extent, if any, such organization within three years has received from, or furnished to or for use of, any such communist organization, government, or movement any funds or other material assistance
- (5) To what extent, if any, such organization is, or within three years has been, affiliated in any way with any such communist organization, government, or movement
- (6) To what extent, if any, affiliation of such organization, or any individual or individuals who are members thereof, or who manage its affairs, with any such communist organization, government, or movement is concealed from or is not disclosed to the membership
- (7) To what extent, if any, such organization or any of its managers or members are, or within three years have been, knowingly engaged (a) in any conduct punishable under § 783 or § 794 or under chapter 37, 105, or 115 of Title 18; or (b) with intent to impair military strength of U. S. or its industrial capacity to furnish logistical or other support required by its armed forces, in any activity resulting in or contributing to any such impairment

- d. Political organizations
  - (1) Obtain Bureau approval to institute investigation.
  - (2) Furnish all pertinent information re communist infiltration, influence, or control of organization to Bureau by letter.
- e. Organizations connected with institutions of learning
  - (1) Conduct no investigation without prior Bureau approval.
  - (2) In request for Bureau approval, submit all available data and reason investigation is necessary.
  - (3) If Bureau authority granted, it is permissible to contact all established reliable sources, including those in administrative capacity with institution of learning.
  - (4) Complete justification must be submitted and Bureau authority obtained before conducting interview with student, graduate student, or professor connected with institution of learning.
- f. Legitimate noncommunist organizations which are communist infiltrated
  - (1) Conduct no investigation without prior Bureau approval.
  - (2) Investigations should be handled most discreetly by experienced Agents.
  - (3) Advise Bureau promptly under caption "Cominfil (name of organization)" when one of following exists and include recommendation for instituting investigation:
    - (a) Communist Party, USA (CPUSA) or other communist organization has specifically instructed its members to infiltrate organization.
    - (b) CPUSA members or members of other communist groups have infiltrated organization in sufficient strength to influence or control organization.
  - (4) When advising Bureau, include following:
    - (a) Name and address of organization
    - (b) Extent of communist infiltration
    - (c) Identities of CPUSA members or members of other communist groups and positions held in organization
    - (d) List of informants who hold positions, are members, or report on organization
    - (e) Recommendation as to additional investigation

Above instructions apply to local chapters or affiliates, as well as national organization. Break down information required under items (c) and (d) above by local chapters where they exist.

- (5) No informant or source should be instructed by FBI to join or attend meetings. If CPUSA or other communist organization asks informant to do so, he should comply.
- (6) No member of organization not already established source should be contacted regarding organization. This does not preclude pretext interviews where advisable.
- (7) Include in first paragraph of details of report basis for investigation and statement it is directed solely toward establishing extent of infiltration or that organization is specific target for infiltration, and that Bureau is not investigating legitimate activities of organization.

- (8) Develop fully and include following in report:
    - (a) Address of organization
    - (b) Brief characterization of organization, including total membership
    - (c) Principal officers of organization
    - (d) Pertinent information showing communist objective is to infiltrate organization and influence its policy. Results of infiltration efforts, including communist affiliations of officers and members.
  - (9) Caption of all correspondence should contain "Communist Infiltration" preceding name of organization.
  - (10) If organization becomes completely dominated and controlled by CPUSA or other communist group, submit recommendation to Bureau to drop "Communist Infiltration" from title and investigate as communist front.
- [g. Revolutionary New Left underground-type publications
- (1) Conduct no investigation without prior Bureau approval.
  - (2) Review all New Left underground-type publications coming to your attention to determine if pertinent material therein advocates civil disobedience, rioting, preparation or use of explosives, and other extremist activity. Advise Bureau of results of review and request Bureau approval for investigation. Submit your request using caption containing title of publication with character "IS - New Left."
  - (3) Upon receipt of Bureau authority for investigation, obtain information concerning nature of publication, its location, circulation, sources of income, and principal organizers.
  - (4) Handle investigation discreetly through established sources and submit results in form suitable for dissemination.]

3. Investigative procedures re subversive organizations, new left groups, suspected subversive organizations, and communist fronts

Develop fully and report on following topics, where applicable:

- a. Origin and scope
 

Date of formation. Circumstances under which founded. Identify individual or individuals responsible for organizing group. Identify all chapters and give their locations.
- b. Whether incorporated
 

Determine if organization has filed incorporation papers with appropriate state officials.
- c. Aims and purposes
 

Determine whether organization advocates violence, resistance, and unlawful activity.
- d. Location of headquarters
- e. Officers
 

List principal officers, including board of directors, and give appropriate characterization of each showing subversive affiliation.
- f. Membership
  - (1) General
 

Ascertain estimated membership. Whenever possible, secure membership lists, mailing lists, or other records showing affiliation with organization. Secure accurate description of all lists to eliminate confusion as to exact identity or significance of any list.
  - (2) CPUSA
 

Details of semiannual reports are not to contain membership statistics. Following instructions are for cover pages.

    - (a) Cover pages must contain latest statistics on total CPUSA members in district. Set forth on separate page or pages. Offices covering district headquarters should submit following figures: for entire district, for individual states, or portion of state covered by district. Auxiliary offices which have been authorized to submit this data by letter should include membership figures in such letters and submit them to Bureau and office of origin on April 1 and October 1. Office of origin responsible to obtain complete figures from auxiliary offices.
    - (b) Each office must show for its territory following:
 

number of Negroes in CPUSA, name and title of each Negro who has national level position or who has district level position above that of club chairman. When possible, membership totals should be broken down as to nationality, sex, employment, veteran status, and membership in unions.
    - (c) Include evaluation of reliability of figures furnished by each source and of final figures. Use of only one source is not acceptable unless facts demonstrate such information is most reliable available. Also include totals of positively identified CPUSA members and tentatively identified members within six-month period preceding report.
    - (d) Explain in detail any increase or decrease in membership. Include results of membership recruiting drives. Endeavor to ascertain results of national registration drives.
    - (e) Include whether all persons identified as CPUSA members in report who reside within area covered by reporting office are listed in Administrative Index (ADEX), or are informants or sources. List any exception by name and show status of investigation and whether name has been furnished to Bureau for indexing.
- g. Official organ, if any, and other literature
  - (1) May be obtained through confidential mailbox, panel sources, and confidential informants
  - (2) Appropriately identify all such literature.
  - (3) Promptly furnish to Bureau at least one copy of each pertinent piece of literature.
- h. General activities

- i. Finances  
Special efforts must be made to locate and monitor bank accounts of organizations. Emphasis must be placed on determining if funds are being furnished organizations from foreign sources and if there is any rapport between the organizations and organizations in foreign countries.
- j. Support given to or received from CPUSA or other communist group  
Develop evidence showing support, financial or otherwise, given by organization to CPUSA or other communist group or received by organization from CPUSA or other communist group.
- k. Implementation of CPUSA line or that of other communist group  
Usually shown through comparison of programs and literature of organization with those of CPUSA or other communist group during any particular period.
- l. Accuracy of identifications  
Use extreme care to assure statements relating to affiliations or membership in subversive organizations are accurate in all respects. Show exact basis, plus corroboration wherever possible, for identification of suspected organizations or individuals with information of a possible subversive nature. Never refer to a person as a "known communist" unless he is publicly known as such.
- m. Specific requirements for CPUSA investigations  
Follow previously established reporting format. New York is responsible, in addition to reporting activities of New York District, for investigating and reporting separately on national committee meetings, national training schools, and other important national meetings.
- n. Socialist Workers Party (SWP) and other Marxist-Leninist or Trotskyist groups  
All offices submit semiannual reports and carry as pending inactive, except New York whose report on SWP activities on national basis should be designated pending. New York also submit report on local SWP activities. Indicate in cover pages whether all persons identified in report as members of SWP or as members of other Marxist-Leninist or Trotskyist groups who reside within area covered by reporting office are listed in [Administrative Index (ADEX)], or are informants or sources. List any exception by name and show status of investigation and state whether name has been furnished Bureau for indexing.

Data concerning above topics can usually be secured through following sources: confidential informants, incorporation records, bank records, literature and publications of organization, newspapers, public meetings and rallies, confidential investigative techniques, various public records, panel sources, confidential sources and other sources of information, interviews with past or present CPUSA members, review of field office files, pretext interviews, surveillances, Agents attending mass meetings, etc.

#### 4. Dissemination of information to Secret Service regarding plots against President

On [11-26-71], an "Agreement Between the Federal Bureau of Investigation and the [United States] Secret Service Concerning [Protective Responsibilities]" was signed and became effective. This agreement is set out in its entirety in section 102, volume IV, of this manual. Agreement provides that FBI, in its investigations of organizations whose activities are inimical to welfare of U. S., will be alert to and promptly notify Secret Service of any information indicating plot against person of the President. It is responsibility of Secret Service to initiate necessary action to neutralize such plot.

- a. Be alert during investigation of organization for information indicating plot against person of President. Upon receipt, immediately furnish complete details to nearest office of Secret Service and appropriate local law enforcement agencies and advise Bureau by teletype, or telephone if facts warrant, of information furnished and fact it has been so disseminated. Attempt immediately to verify information, but do not attempt evaluation of information.

- b. Promptly prepare LHM, including complete details disseminated and identities of Secret Service officer and local law enforcement officers to whom given and date and time of notification. Promptly disseminate LHM locally to Secret Service and any other appropriate Government agency and furnish sufficient copies to Bureau for dissemination at SOG. Disseminate copies of all LHMs and reports concerning organization locally to Secret Service on continuing basis and furnish extra copies of such communications to Bureau for dissemination at SOG.
  - c. Determine identities of members of organization involved in plot. Background information concerning such individuals should be fully developed and included in communications disseminated to Secret Service.
5. Communist Influence in Racial Matters, Internal Security - C (code name "CIRM"). Bufile 100-442529. Office of origin: New York
- a. Submit quarterly reports, to reach Bureau by February 1, May 1, August 1, and November 1 on full extent of communist influence in racial matters. Include information on communist infiltration of Negro organizations and subversive individuals active in racial movement. Include this information even if it duplicates information in other reports. Offices with no information to report advise Bureau by letter.
  - b. Use three-part outline in report: (1) Communist Strategy, (2) Communist Tactics, and (3) Communist Penetration and Influence in Racial Organizations. Under strategy, include plans and line of CPUSA and other communist groups, such as SWP and Progressive Labor Party. Under tactics, describe communist direction, influence, and participation in demonstrations, disturbances, and other events with racial overtones. List events in chronological order with appropriate sub-headings. In part three, report influence of subversives in racial organizations.
6. Title and character.
- [Communications covering organizations and groups should carry the name of the organization and characters as set out below.]
- a. Internal Security - Communist
    - The use of this character will apply to:
      - (1) Communist basic revolutionary organizations (both pro-Soviet and pro-Chinese); for example, Communist Party, USA, and Progressive Labor Party.
      - (2) Communist front groups.
      - (3) Communist infiltrated groups.
  - b. Internal Security - Communist (Trotskyist)
    - The use of this character will apply to:
      - (1) Trotskyist basic revolutionary organizations such as the Socialist Workers Party, Workers World Party, Young Socialist Alliance and Youth Against War and Fascism.
      - (2) Trotskyist fronts such as the Student Mobilization Committee.
  - c. Internal Security - New Left
    - This will include all organizations affiliated with the New Left Movement except those which would be characterized as Communist or Trotskyist front and infiltrated groups.]

Where appropriate, include identity of particular district or field division; e.g.,

Communist Party, USA  
 \_\_\_\_\_ District  
 \_\_\_\_\_ Division  
 Internal Security - C

7. Classification - 100

## [C. INVESTIGATION OF COMMUNIST INFILTRATION OF LABOR UNIONS

1. Purpose of investigation
  - a. To obtain complete picture of control communists have over vital industry in U. S.
  - b. To develop data concerning extent of communist control over important trade unions
  - c. To develop evidence necessary to establish under provisions of Communist Control Act of 1954 that a labor union is communist infiltrated at time Attorney General files petition.
  - d. To determine identity of each important communist in labor movement
2. Policy
  - a. Prior Bureau authority required to conduct active investigation. Bureau will advise field of unions being considered under Communist Control Act of 1954. Give continuous, thorough, and expeditious attention because of limited period (three years) pertinent evidence is admissible under statutory limits in act.
  - b. Ascertain availability and willingness to testify of all possible witnesses for benefit of Department in considering cases for presentation to Subversive Activities Control Board. Current informants and confidential sources should be described as currently furnishing information to FBI and not as unavailable. Department must be furnished brief statement on background and any known factors affecting credibility of all other witnesses, including discontinued informants. Investigative techniques not available for use in court may be described as unavailable.
  - c. Investigation is limited to activities of individuals acting in furtherance or apparent furtherance of communist program. Goal is complete picture of extent of communist infiltration and domination.
  - d. Labor union as such is not subject of investigation. Title of all communications must clearly show communist infiltration is subject of investigation. FBI is not interested in employer-employee relationships or legitimate union activities.
  - e. Prior Bureau authority required to conduct interview with any officer or official of labor union during investigation of communist infiltration unless officer or official is established reliable source or confidential informant.
  - f. Prepare brief history of union, including origin, constitution, bylaws, and organizational structure. Office of origin is responsible for coverage of officers and personnel of national or international office. Auxiliary offices responsible for coverage of international representatives, organizers, and regional, district, council, and local officers active within their territories.
3. Title

Title of all communications should clearly show that communist infiltration of union involved is subject of investigation, not the union itself; e.g.,

"Communist Infiltration of  
United Electrical Workers of  
America"
4. Classification - 100
5. Character - Internal Security - C

## D. INVESTIGATIONS OF INDIVIDUALS - POLICY AND OBJECTIVES

## 1. Definitions

Following organizations are examples of "basic revolutionary organizations."

- a. Communist Party, USA
- b. Socialist Workers Party
- c. Progressive Labor Party
- d. Proletarian Party of America
- e. Nationalist Party of Puerto Rico
- f. Revolutionary Union

Black nationalist extremists and members of Puerto Rican nationalist groups and Puerto Rican subversive proindependence groups, although technically not members of basic revolutionary organizations, should be investigated under same rules. (See section 122, volume IV, of this manual.)

## 2. FBI responsibility

To conduct thorough investigations into background and activities of all persons in U. S. and Puerto Rico who are dangerous or potentially dangerous to internal security. Each SAC is responsible for investigation of persons in his area who, because of membership or affiliation with basic revolutionary organizations or other Marxist revolutionary organizations including splinter groups, may be potentially dangerous.

## 3. Purposes of investigation

## a. Determination of dangerousness

To determine identity, whereabouts, and activities of all individuals in U. S. and Puerto Rico who, because of their membership in, activity in, or association with one or more revolutionary groups or related groups, are dangerous or potentially dangerous to internal security; collection of sufficient information concerning their subversive activities to [intelligently evaluate extent of investigation needed.]

## b. Determination of violations of Federal statutes

To determine identity, whereabouts, and activities of all individuals who have been or may be violating laws of U. S.

(1) Direct investigation to obtain admissible evidence to establish violation.

(2) Be alert for violation of Federal statutes relating to espionage, sabotage, and sedition.

## 4. Individuals to be investigated

Exercise sound judgment and discretion in evaluating importance and dangerousness of individuals or affiliates. Investigate activities of any individual falling within one or more of following [conditions] who does not come within restrictions on investigations listed under 87D, item 5, below:

## a. Membership in basic revolutionary organizations subsequent to 1-1-49

## b. Espousing line of revolutionary movements

Espousal encompasses wide variety and range of activities. Actual membership in basic revolutionary organization is not prerequisite. Espousal may be expressed by membership or active participation in subversive front groups. Open investigation in every instance in which subject is actively engaged in affairs of subversive front organization in leadership capacity or by active participation in furtherance of aims and purposes of front organizations. Do not open on mere membership in front organization unless there is past membership at any time in basic revolutionary organization or other subversive derogatory information.

## c. Special training

(1) Training in subversive movement abroad

(2) Leadership training in basic revolutionary organization

## d. Military service

(1) Service in Abraham Lincoln Brigade; membership in basic revolutionary organization not prerequisite

(2) Service in military forces of any country, including U. S. armed forces, whenever individual has ever been member of basic revolutionary organization



- e. Employment in key facilities  
Individual employed in or having access to key facility who is alleged to have been at any time member of any basic revolutionary organization
- f. Other individuals with revolutionary beliefs  
Individuals who, because of anarchist or revolutionary beliefs, are likely to seize upon national emergency to endanger public safety and welfare. Membership or affiliation in basic revolutionary or front groups not prerequisite.

Above standards are not all-inclusive. Resolve doubts in interest of security and conduct investigation.

Complaints from anonymous sources alleging subversive activities should be considered as basis for investigation.

Security cases must be evaluated continually to determine if we are fulfilling responsibilities in internal security field and those cases not warranting further investigation should be closed promptly.

- 5. Restrictions upon investigations of individuals  
Do not institute investigations because of membership in organizations which do not advocate use of force to bring about changes in existing Government; e.g., Socialist Party, Independent Workers of the World, and Independence Party of Puerto Rico.

- a. Investigations of and interviews with individuals connected with institutions of learning

- (1) Prior Bureau authority required to institute investigation of faculty members.

Bureau authority not needed for student or nonacademic employee provided no unusual circumstances exist which would require advice from Bureau prior to investigation and there is sound basis for investigation. In requests for Bureau authority, identify subject, his position, and basis for investigation.

- (2) Contacts during investigation

- (a) After Bureau authority granted, it is permissible to contact:

- I. Established sources functioning in an administrative capacity, such as registrar, director of admissions, dean of men, dean of women, and security officers and their subordinates. Contacts may be made on campus. Other established sources and informants must be contacted away from campus.

- II. All individuals not connected with institutions of learning who, consistent with discretion, would be contacted in security case, such as neighbors and past employers.

- (b) No contacts are to be made with students, graduate students, and professors (other than sources outlined above) at educational institutions without prior Bureau authority. When requesting authority, give full justification, individual's name, position, and statement concerning his discretion and reliability.

- (c) Superiors of faculty members should not be contacted.

- (3) Receiving voluntary information

These instructions must not deter immediate interview of any person connected with institution of learning who desires to furnish information to FBI or be contacted by an Agent.

- b. Subjects not connected with institution of learning  
When subject of investigation is not connected with an institution of learning and interview of student, faculty member, or other employee of institution of learning is desired, prior Bureau authority must be obtained except for established sources. When requesting authority, furnish name, position, and a positive statement concerning person's discretion and reliability.
- c. U. S. Government employees, individuals having foreign diplomatic or official status, employees of foreign official establishment, employees of United Nations or international organizations, and members of armed forces  
If subject of investigation is or becomes employee of U. S. Government, foreign official establishment, United Nations, or other international organization, has foreign diplomatic or official status, or is member of U. S. armed forces, advise Bureau and request authority for further investigation.

#### 6. Fraud against Government (FAG) violations

##### a. Policy

- (1) Upon receipt of information indicating violation of this type, initiate investigation under "Security Matter - Fraud Against the Government" character and immediately advise Bureau.
- (2) Investigate and report criminal fraud violation (such as concealment of arrests) arising during security-type fraud investigation on same subject in conjunction with investigation of security-type fraud. Bureau will present both violations to Department. If security-type fraud investigation is discontinued, handle criminal fraud separately following instructions in section 47, volume II, of this manual.
- (3) If admissible evidence developed does not warrant submission of prosecutive summary report, submit results in investigative report.

##### b. Investigation

- (1) To establish jurisdiction, it is necessary to prove that form was presented to Government agency for action or determination, and this should be first investigative objective. If form was not presented to Government agency, conduct no further investigation and so advise Bureau.
- (2) It must be established that subject actually signed form by testimony of witnesses to signature, handwriting examination, or other conclusive evidence. Original of form must be located. Thoroughly interview any sources who furnished pertinent information concerning subject during any previous investigation and other potential witnesses to determine basis for each item of pertinent information furnished and identities of other potential witnesses.
- (3) Where affiliation with subversive organizations is involved, interview individuals who were members of same units as subject for evidence of his membership, such as attendance at closed meetings, payment of dues, holding of office, etc. If possible, develop evidence to supplant pertinent information furnished by current informants. Obtain prior Bureau authority to interview subject.
- (4) Interview subject and potential witnesses furnishing pertinent information under oath and obtain sworn signed statements if possible. Exception may be made when interviewing established sources, such as current informants, if oath and/or signed statements not considered desirable under circumstances. Be guided by instructions below concerning interviews with subjects of security investigations when interviewing potential witnesses with subversive backgrounds.

##### c. Legal questions

If question of law arises as to existence of violation, advise Bureau and hold investigation in abeyance for Department's opinion. Department has no fixed policy as to prosecution in these cases and desires to consider each case. Submit basic facts concerning execution and filing of document and subversive activity denied in report for presentation to Department, even though basis for concealment or fraudulent statement does not appear to be material.

## d. Cases referred by military

Military intelligence agencies often refer cases for security investigations under Delimitations Agreement in which security-type fraud violations are involved. If subversive information does not warrant full security investigation but does indicate possible fraud violation, advise interested agency that FBI's investigation will be directed toward proving possible violation of law and that any background investigation contemplated by it pursuant to its administrative responsibilities will not interfere with FBI investigation. Advise agency pertinent information developed will be furnished and request agency to do likewise. Immediately initiate security matter - fraud against the Government investigation. If subversive information warrants full security investigation and also indicates fraud violation, advise interested agency that Bureau is initiating full security investigation in conjunction with investigation of possible violation of law and results will be furnished. Conduct expedite investigation to determine subject's dangerousness and whether a fraud violation is involved.

## 7. Submission of subversive derogatory information on individuals

- a. Offices covering national or local headquarters of various subversive groups should promptly furnish Bureau names and identifying data regarding persons affiliated with such groups, to include basic revolutionary organizations, fascist-type organizations, black extremist organizations, and front groups of these. Furnish Bureau such information by letter and, where appropriate, indicate that list of names is being furnished for Bureau indexing purposes.
- b. Information from all sources should be reviewed to insure Bureau has been furnished lists of all individuals affiliated with organizations enumerated in item a. Include information concerning a number of individuals in one letter if possible. Set out sufficient identifying data to facilitate check of Bureau files.
- c. Offices obtaining information regarding subversive affiliation of individuals residing outside their territories should promptly advise offices covering such persons' addresses.
- d. Names of subscribers to Communist Party nominating petitions and names appearing on subscription lists of subversive organizations should be indexed in field office covering address shown for subscriber but should not be forwarded to Bureau for indexing.
- e. Important subversive information concerning any individual and any new subversive information concerning an individual of importance should be furnished Bureau expeditiously.
- f. Subversive and/or derogatory information coming to attention of field office through name check or otherwise on employee of executive branch of Government, which information is within purview of EO 10450, should be forwarded promptly to Bureau for dissemination to Civil Service Commission. Such information relating to other employees of Government or employees of United Nations and other public international organizations should be furnished Bureau immediately.

## E. INVESTIGATION OF INDIVIDUALS - INVESTIGATIVE PROCEDURES AND TECHNIQUES

## 1. General

All pertinent information concerning subject's background and subversive activity must be fully developed and reported to assure accurate evaluation of his dangerousness. Use discretion to prevent subjects from becoming unnecessarily aware of investigation.

Members of law enforcement agencies are not to accompany Agents in security investigations without prior Bureau authority.

## 2. Scope of investigations

Following should be obtained:

## a. Background

- (1) True name and aliases
- (2) Residence address
- (3) Occupation or business and employment address
- (4) Citizenship status, including date and place of birth and pertinent data concerning naturalization of aliens
- (5) Family background  
If possible, ascertain from sources contacted and report date and place of birth of subject's parents and spouse and parents of spouse. Do not conduct investigation solely for this information.
- (6) Military record  
Determine if subject has served in U. S. armed forces; time, place, and circumstances of such service; type of discharge received; and any membership in veterans' organizations. If subject served in armed forces of any foreign government, determine pertinent facts.
- (7) Close relatives  
Determine whether subject has any close relatives in U. S. armed forces or in other positions of trust and confidence, whether public or private, relating to national defense.
- (8) Identification record
  - (a) Be alert for identification record showing arrests and/or civil data. Check local police records.
  - (b) When subject is approved for [ADEX], submit [Security Flash Notice] (FD-165) to check records of Identification Division and to post flash notice if fingerprints on file. FD-165 will be returned if positive identification cannot be made with fingerprints on file. Office of origin is responsible for resolving identification when record has been furnished by Identification Division as possibly identical. If positive identification cannot be made, it is not necessary to communicate further with Identification Division.
  - (c) When office of origin is changed for [ADEX] subject after flash notice has been placed, form FD-128 (changing origin) should so indicate. Send extra copy of FD-128 to Identification Division so its records will show new office of origin.
  - (d) [Concerning subjects who are in ADEX on whom no fingerprints are on file with the Identification Division, an FD-165 should be submitted periodically. Category I subject requests should be submitted every six months. In the case of Category II and III subjects, requests should be submitted on annual basis in conjunction with the submission of annual report. In the case of Category IV subjects, requests should be submitted every two years in conjunction with reports. This periodic notification is no longer needed upon advice by Identification Division of a fingerprint record on the subject and the placing of a stop against such record.]

- [ (e) Cancel flash notice when subject dies or is no longer of security interest.
- (9) Physical description
  - [ (a) Obtain and report detailed physical description.
  - [ (b) Each subject should be personally observed whenever complete security investigation is conducted; however, do not delay submission of form FD-122 (recommending subject for[ADEX])when it has not been possible to observe subject. Keep case open until personal observation accomplished. When subject is outside U. S. or Puerto Rico, this requirement may be followed administratively until subject is personally observed upon his return to this country.

- (10) Photograph  
Make reasonable efforts during investigation to obtain photograph of subject. Maintain case on[ADEX]subject in pending status until suitable photograph is obtained unless circumstances dictate otherwise, in which case advise Bureau. Forward copy of photographs to Bureau for dissemination to Secret Service. [Efforts should be made to obtain photographs which are a good likeness of the subject's current appearance.]

- (11) Handwriting specimens  
If readily available, obtain handwriting specimens for possible future use and maintain in subject's file. Case is not to be kept pending merely to obtain such specimens. [Special efforts should be made to secure handwriting specimens of the leaders of militant or revolutionary organizations and they should be submitted to the Bureau by cover letter for attention of FBI Laboratory so as to be included in the National Security File. When they may be of value as evidence, transmittal letter should so state and request their return after copies have been made.]

- (12) Labor union membership  
If subject is member of basic revolutionary group, ascertain his trade-union affiliation and what, if any, position he holds in labor organization.

b. Subversive activity

- (1) Membership or affiliation  
Obtain admissible evidence that subject is member of, or affiliated with, one of basic revolutionary and/or front organizations. Some more common types of evidence are:
- (a) Oral or written statements or admissions of subject made publicly or privately
  - (b) Statements of informants and others in position to know and can testify to facts
  - (c) Official letterheads, documents, and membership and dues records identifying subjects with such organizations
  - (d) Selective service records in which subject admits membership
  - (e) Attendance at closed meetings and conventions of such organizations
  - (f) Letters to publications, public officials, or others signed by subject and admitting membership in or adherence to principles of such organization
  - (g) Recruitment or attempt to recruit members for such organization
  - (h) Solicitations or contributions of funds for such organization
  - (i) Seeking public office as candidate for such organization

Communist Control Act of 1954 sets out list of 14 criteria to be considered in determining membership, including acceptance of organization discipline.

- (2) Knowledge of aims and purposes  
Obtain admissible evidence that subject knows aims and purposes of subversive organization to overthrow Government by force and violence. Mere proof of membership or affiliation is not sufficient to prove knowledge. Proof that subject has knowledge includes:
- (a) Direct admissible evidence, such as oral or written statements made by subject, or by responsible officials of subversive organization in subject's presence
  - (b) Length of time in subversive organization
  - (c) Official positions held in organization, especially in educational, propaganda, or policy-making capacities
  - (d) Charter membership in organization, participation in original establishment of organization
  - (e) Extensive and long-continued participation in various organizational activities

- (f) Attendance or teaching at organization schools or classes, especially leadership classes
- (g) Preparation or distribution of party propaganda
- (h) Recruiting and fund-raising activities
- (i) Possession of Marxist or revolutionary literature or urging others to read literature of revolutionary character

While none of the above may be of sufficient value alone, a combination may constitute convincing proof. Revolutionary purposes of subversive organization are frequently cloaked in veiled language or in language significant only to persons familiar with Marxist or revolutionary terminology. Such statements should be fully reported. Develop and report all revolutionary statements and circumstances under which made.

(3) Position and importance

- (a) Information showing importance of individual to subversive organization or movement should be fully developed and reported. Member or affiliate may be dangerous or important because of his position, influence, or activities inside or outside organization, or both.
- (b) Concealment of membership and underground activity. Member or affiliate may be highly dangerous although he takes no part in overt activities of organization. Subject may have assignment in underground and is not to contact or associate openly with others in subversive movement. By virtue of this assignment in secret operations, such individuals must be considered most dangerous. Be continually alert that individual may be serving in underground capacity. All logical investigative techniques should be used to develop fully individual's activities in underground; identities of other individuals engaged in underground operations; and method of operation, extent, and purposes of underground.

Coverage must be sufficient to insure underground activities of subversive movement are known. Identities of individuals who are directing underground operations; location of hiding places of fugitives and underground leaders; and locations of secret printing presses, mimeograph machines, and large stationery supplies must be known at all times.

[ 3.] Missing security subjects

- [ a.] Location of all dangerous subversives must be known at all times.

Each subject remaining out of control at time of national emergency represents threat to national security.

- [ b.] Deleted

- [ c.] When information is received that ADEX subject has changed his residence and/or employment, case must be opened and assigned for active investigation to locate subject.

- [ d.] If subject has gone into hiding, or is working clandestinely in underground capacity, he can be classified as missing subject and should be included in unavailable section of [ADEX.] When FD-122 is submitted to Bureau, send cover letter advising of investigative steps taken to locate [subject.]

- [ e.] Investigations to locate missing [ADEX] subjects must be given preferential and continuous attention [and should] be handled as thoroughly as fugitive investigation.

- [ (1)] Advise Bureau each 45 days by letter of steps taken to locate missing [ADEX] subject. Do not submit reports which merely set forth negative results of investigation.

- [ (2)] If subject may have gone to Mexico or Canada, request Bureau to alert appropriate Government agencies to this possibility and to seek verifying information through liaison channels. If subject is reported to have gone to any other foreign country, request Washington Field Office (WFO) to check records of Passport Office of State Department for verification.

[(3)] When all logical leads have been exhausted in case of important [security subject,] consider requesting Bureau authority to circularize all field offices with subject's photograph and background information.

[4.] Individuals traveling abroad (Also see section 105G, volume IV, of this manual.)

Set forth below are steps to be taken when information is received that subject in one of following [circumstances] intends to travel abroad or has already departed this country for foreign travel: subject of current security investigation, subject in [categories] I and II of [ADEX,] past security subjects who may be in underground capacity, or subject concerning whom there is current information indicating need for foreign coverage.

[a.] Immediately advise Bureau by LHM available details concerning travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, name under which passport was issued, number of passport, and issuing office, if known. Include full description of subject and all aliases (in case of Chinese and Korean subjects, include Chinese telegraphic code or Korean telegraphic code numbers). Also include concise resume of available subversive data regarding subject. Do not delay advising Bureau of actual or intended travel while developing details of travel as time is of essence.

[b.] Set out lead for WFO to check records of Passport Office, Department of State; but do not limit efforts to develop pertinent information to such check.

[c.] Information concerning subject's proposed travel abroad, including information concerning subversive activities, is furnished Department of State, Central Intelligence Agency (CIA), and legal attaches. If travel is in area covered by legal attache, forward sufficient copies of LHM to enable dissemination of three copies to each legal attache involved. For each of these legal attaches, forward one photograph of subject, if available. If stops are to be placed with security services abroad, cover letter should so indicate. Set forth requests for investigation abroad on separate numbered page, captioned "Leads," at end of LHM. Request should not refer to legal attache or request investigation by particular agency abroad.

[d.] Subsequent report in individual case should contain details regarding subject's travel.

[e.] Set forth below are steps to be taken when information is received that one of following is forming tour group for foreign travel: organization of investigative interest to Bureau or subject in one of [circumstances] described in first paragraph under item [4] above.

[(1)] Advise appropriate offices, under caption of tour group or organization, identities of individuals participating in tour, and furnish Bureau LHMs for State Department, CIA, and appropriate legal attaches. Include all readily available information pertaining to tour, such as itinerary, pertinent dates, names and addresses of participants, and thumbnail sketch of organization or individual sponsoring tour.

[(2)] Offices should immediately identify participants and submit LHMs on those in one of categories described in first paragraph under item 4 above. Refer to LHM previously prepared under caption of tour group or organization. Submit letter to Bureau under caption of tour group or organization listing individuals within territory participating in tour on whom there is no subversive information.



- [ [f.] Advise Bureau promptly by LHM of subject's return from travel abroad. If such individual has traveled behind Iron Curtain, also furnish Bureau recommendations as to interview and state whether additional investigation is contemplated.
- [ [5.] File reviews  
Check office indices and review files thoroughly for pertinent information showing background and subversive activity. Include information in initial report. After each check and review of files has been made, consolidate reference cards pertaining to subject in indices.
- [ [6.] Security informants  
Information developed through security informants is unsurpassed in value both for intelligence purposes and as admissible evidence.
- [ [7.] Physical surveillances  
Physical surveillances should be used when, in opinion of SAC, information of sufficient value might be obtained to justify their use in light of existing circumstances and available manpower.
  - a. When information is received that meetings of subversive organizations are to take place, physical surveillances should be considered to corroborate such information and identify participants.
  - b. Surveillances of individuals in leadership or underground capacities serve to identify others within movement.
  - c. Success of surveillances depends upon resourcefulness of Agents who must at all times exercise sound judgment and discretion. Be alert to observe activity of subject and countersurveillances which may be used to identify Agents and embarrass Bureau.
- [ [8.] Photographic surveillances  
Photographic evidence of meetings between individuals or which shows subjects entering or leaving meeting places of subversive organizations affords convincing and admissible evidence to establish subversive activities. Prior Bureau authority is needed for photographic surveillances of meetings and they must be properly correlated with other investigative techniques to obtain maximum evidence. Conceal equipment to avoid detection by subjects or other individuals in proximity of surveillance.
- [ [9.] Public sources  
Make use of all logical public sources of information. Obtain background and lineage data from birth records and local bureaus of vital statistics, credit agencies, state records, public utility records, and school records. Credit check of individual should be limited to obtaining identifying information only (name, address, former address, employment, former employment). Obtain and index as reference material publications of subversive organizations and records of state and Federal committees which have conducted hearings concerning subversive activities.
- [ [10.] Records of private firms  
Where pertinent information is available in records of private firms, such as past or present employers, insurance companies, and merchants, contact such firms provided it will not jeopardize investigation.
- [ [11.] a. Channelizing of information to case files  
Membership or activity in subversive organizations should be channelized to main case files of individuals involved. Mimeographed form FD-306 may be used provided it is limited to reporting attendance at meetings. When information from informants or surveillances is channelized to individual case files, it must be documented. Coordinate information received from informants and confidential sources with active investigation.

- b. Preparation of channelizing memoranda for other offices. When preparing lengthy channelizing memoranda reporting material of interest to other offices, limit the number of copies prepared for each other such office to two. Clearly indicate next to the name of the receiving office the number of the page containing information pertinent to that office and note on cover page that distribution of material for case files is being left to the discretion of the receiving office. If the channelizing memorandum includes names of individuals who merely attend a meeting or gathering, and played no important role, the reporting office is to attach to the channelizing memorandum a one-page memorandum listing the names of all individuals who were merely in attendance and had no important function. The preparation and distribution of additional copies of the one-page attachment are left to the discretion of the receiving office.

[ [12.] Preservation of evidence

Bear in mind necessity of obtaining admissible evidence.

- a. Identify, preserve, and maintain continuity of evidence obtained for possible admission in Federal proceedings. Identify specifically as to source and date.
- b. Notes or statements from informants necessary to refresh their recollection if called to testify must be in sufficient detail to serve this purpose and contain no material which would make their use inadvisable or inadmissible.
- c. Informant's original notes or statements are not to be blocked, stamped, serialized, or mutilated in any way which would render them unsatisfactory for use in Federal proceedings.

d. Above also applies to Agent's notes taken during surveillances or concerning evidence otherwise obtained.

[ [13.] Interviews with subjects of security investigations

a. Policy

No security investigation of an individual is to be closed unless subject is included in [ADEX] or consideration given to interview. Bureau will not authorize cancellation of [ADEX] card for inactivity until subject has been interviewed or Bureau advised why interview is inadvisable.

b. Purpose

- (1) When investigation is inconclusive, to determine subject's sympathies and whether he continues to adhere to revolutionary doctrines
- (2) To develop information concerning activities of subject and his associates in subversive movement
- (3) To develop informants

c. SAC authority

Without Bureau authority SAC may:

- (1) Authorize interviews with individuals who have not been subjects of security investigations and available information does not warrant opening case
- (2) Authorize interviews of subjects of security cases who have previously been interviewed with Bureau authority, provided no change has taken place in subject's status and interviews are conducted under same conditions as previously authorized
- (3) Authorize interviews of subjects of closed security cases
- (4) Authorize interviews of rank-and-file black extremists except as noted in section 122, volume IV, of this manual

d. Procedures for interviews under SAC authority

- (1) If there is closed file, reopen it. If none, open case in 134 [classification.]
- (2) Case Agent [should] prepare memorandum requesting SAC authority to conduct interview of subject to determine his attitude towards cooperation with FBI. [Review of office files should be included.]
- (3) During first contact Agent should identify himself, outline Bureau's responsibilities in security field, and request subject's assistance. If individual has been member of basic revolutionary organization and appears cooperative, he may be questioned about his own activities. However, this interview is for sole purpose of determining whether subject might be cooperative.
- (4) If cooperative, advise Bureau and conduct background investigation under section 107, volume IV, of this manual. If uncooperative, prepare brief memorandum for file and close case. Letter to Bureau not necessary.

e. Prior Bureau authority

Prior Bureau authority required for:

- (1) Subjects of active current investigation where no prior Bureau authority has been obtained
- (2) Closed cases on current [ADEX] subjects where no prior interview has been conducted
- (3) Subjects of investigations requested by Bureau, both open and closed, such as applicant and loyalty cases
- (4) Individuals when circumstances indicate delicate situation and greater than usual risk involved, such as labor leaders and individuals in educational, mass media, religious, or publishing fields. Bureau authority needed even though there were prior interviews.
- (5) Security subjects who have publicly disclosed previous contacts
- (6) [Deleted]

In above cases, no report need be submitted when requesting Bureau authority to interview subject.

## f. Letter requesting Bureau authority for interview

- (1) In absence of special circumstances, include following statement in first paragraph of letter.

(a) Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If subject is cooperative, no affirmative steps will be taken during initial interview to direct his activities and complete background investigation required by section 107C of Manual of Instructions will be conducted and Bureau will be requested to authorize recontact with subject as PSI.

(b) Form FD-336 contains above statement and may be used. Statement in no way precludes interviewing Agents from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potential as informant.

(c) If available, letter must contain following information:

I. Residence address, occupation, employment, race, date and place of birth, citizenship, and status of health

II. Marital status. If married, occupation, employment, and race of spouse.

III. Length of time subject was member of or affiliated with subversive organization and positions held. When investigation is based on circumstances other than membership or affiliation with subversive organizations, briefly set forth facts.

IV. If married, state if spouse is or has been member of or affiliated with subversive groups, positions held, and period of such membership or affiliation.

V. Membership or affiliation of any other close relatives in subversive groups

VI. Information regarding defection, expulsion, inactivity, and present sympathies of subject and, if married, of spouse

VII. What is expected to be gained by interview

(d) In each letter, pertinent information, if available, regarding seven items listed must be set out under appropriate number but headings need not be restated. If no pertinent data is available regarding any item, so indicate after number.

(2) Letters must be personally approved by SAC.

(3) One copy of letter should only be first page of letter. When unnecessary to issue specific instructions, Bureau will approve request by stamping this page and returning by routing slip.

(4) When authorized, interview must be conducted within 45 days. If not possible, advise Bureau and indicate subject will be contacted within 45 days. If interview has not been conducted at end of second period, request new authority. Include any new information bearing upon advisability of interview.

## g. Preparation for and conduct of interview

(1) Preparation must be thorough and interview conducted so that Agents will not be compromised, Bureau will not be embarrassed, and informants will not be exposed. CPUSA has planned traps for Agents attempting interviews with members by installing recording machines in members' homes or endeavoring to have interview observed by concealed third party.

(2) Interviews should be conducted by two Agents. Agent experienced in security investigations who is knowledgeable regarding development of informants should conduct interrogation. Actual approach need not be made by both Agents; one Agent may observe from secure distance. (Two Agents should be physically present during interview or contact with known or suspected Nation of Islam members in all cases.) Background of subject and circumstances will determine how approach should be handled.

- (3) Interviews of active communists should be conducted at secure place other than subject's residence or place of employment. If reasonable effort has been made for such approach and it is not practical, set forth circumstances and request Bureau authority to make contact at home or place of business explaining any need to contact employer. Letter should contain statement that, if subject appears cooperative, arrangements will be made for another interview at secure place away from residence or employment, if necessary, to determine fully degree of cooperation.
  - (4) If subject cooperative upon initial contact, further contact may be had without Bureau authority. No limitation on number of recontacts, but use good judgment. If interview authorized by Bureau, advise Bureau of results of contact and plans for recontacts. Obtain specific authority to make recontact where circumstances indicate delicate situation and greater than usual risks involved, such as labor leaders and individuals employed in educational, mass media, religious, and publishing fields.
  - (5) Terminate interview with active subversive if third person arrives during interview. Furnish Bureau details and obtain Bureau authority prior to reinterview.
  - (6) Terminate interview immediately if subject is hostile or uncooperative.
  - (7) Inform subjects connected with labor unions that Bureau is not interested in employee-employer relations and is concerned only with infiltration of labor unions by subversive elements. Furnish no information and make no statements to embarrass Bureau. Questions should require admission or denial by subject of all pertinent items of subversive information unless to do so would expose investigative techniques or security informants. Cordial and friendly attitude alone is not evidence of cooperation insofar as potential dangerousness is concerned when subject fails to admit or verify subversive information obtained through previous investigation.
  - (8) If cooperative, inform subject we want to interview him in detail and arrange interviews over extended period if necessary to exploit subject's knowledge to utmost. Conduct necessary investigation or research to corroborate and develop information received.
  - (9) Where appropriate, reduce information obtained to signed statement and determine his willingness to testify to information furnished if needed in Federal proceedings.
- h. Reporting results of interview
- (1) When no information is developed during interview which would affect subject's [ADEX] status, promptly submit results by letter and include in next report [or LHM.] If individual is employed in or holds sensitive position in trade-union, educational, mass media, religious, or publishing fields, results of all interviews must be submitted promptly in report or LHM, [except where subject is developed as] security informant or source.
  - (2) Report subject's admissions of his subversive activities and associations and indicate whether he did or did not furnish information regarding subversive activities of others.
  - (3) Report [any] statements by subject denying subversive activities and follow with concise statement of such activity [as shown by prior investigation.]
  - (4) Letter transmitting results of interview must contain:
    - (a) Conclusion of interviewing Agents as to cooperativeness of subject and reasons for conclusion
    - (b) Statement as to whether information furnished coincides substantially with other available information

- (c) Statement as to subject's availability as potential witness and evaluation of subject's potential as informant or confidential source and whether further contacts contemplated
  - (d) [Recommendation that ADEX card be canceled when interview, considered with other available information, indicates subject is no longer dangerous to internal security.]
  - (e) Pertinent information regarding subject's appearance or characteristics which has not previously been reported
- i. Reinterviews of [ADEX] subjects  
Consider reinterviews with [ADEX] subjects on systematic basis.  
Consider such reinterviews when necessary to review case or when case comes up on tickler.
  - j. Maintenance of control file on former members of subversive organizations
    - (1) Offices having sufficient volume should maintain control file on former members of subversive organizations for reference purposes. This file will obviate necessity for extensive file reviews to identify persons who may be in position to furnish information of value in future.
    - (2) Copies of memoranda designated for individual case files should be routed to this file. Such memoranda should contain: background of person, type of information he may furnish, period covered by this data, whether or not person is available for interview by all Agents, and whether he is in position and willing to testify.
    - (3) This file should not include information concerning security informants.
    - (4) If special index is used in conjunction with this file, it should contain cards filed alphabetically indicating times and places persons were in subversive movement and brief description of information available from them. It may be broken down geographically and subdivided by years.

F. ADMINISTRATIVE INDEX

1. Purpose and general policy

- a. To have a readily available and up-to-date listing of individuals who are deemed dangerous to the internal security, especially in the event of a national emergency.
- b. The Administrative Index (referred to as ADEX) includes the names and identifying data concerning individuals who fall within four categories of dangerousness described below.
- c. Under no circumstances should individuals be included in ADEX, or otherwise be the subject of investigative attention, merely because of their opposition to Government policies or because of the exercise of their constitutional rights of protest and dissent. The ADEX is intended, and should be utilized, solely to list individuals who constitute a potential or actual threat to the internal security of the United States and/or whose activities and statements indicate that they would resort to violent, illegal, or subversive means.
- d. Matters relating to the ADEX are not to be included in reports or LHMs prepared for dissemination outside the Bureau. If field office believes that special circumstances justify discussion of ADEX with qualified representatives of other Federal agencies on strictly confidential basis, furnish full facts to Bureau and request prior approval for such action.
- e. Contents of ADEX must be accurate and correct at all times. Matters relating to its maintenance should be given preferred attention.

2. Categories

a. Category I

- (1) All national leaders of revolutionary organizations whose aims and purposes include the overthrow and destruction of the Government by force and violence or other unconstitutional means, and individuals affiliated therewith who have demonstrated propensity for violence against the person rather than property or have received special training in sabotage, espionage, guerrilla warfare, or have engaged in underground-type operations.
- (2) Revolutionaries, though unaffiliated with any specific organization, who have demonstrated by acts or statements a propensity for violence, including acts of terrorism, assassination, or any interference with or threat to the survival and effective operation of national, state, and local Governments and of the defense efforts.
- (3) National leaders of extremist organizations.
- (4) Any individual who qualifies for the ADEX should be included in Category I if he is employed in or has access to a key facility.

b. Category II

- (1) Secondary leadership of revolutionary and extremist organizations. Secondary leadership would comprise, for example, regional, state, and local leaders who are involved in policy making in fulfilling anti-U. S. objectives of their respective revolutionary organizations and whose activities do not justify their inclusion in Category I.
- (2) Active participants in furthering the aims and purposes of the revolutionary or extremist organization with which affiliated.
- (3) Other unaffiliated revolutionaries or extremists who have demonstrated by acts or statements a propensity for violence against property rather than persons.

c. Category III

- (1) Rank-and-file membership in, or participation in activities of, revolutionary organizations within the last five years as evidenced by overt acts or statements established through reliable sources, informants, or individuals.

- (2) Leadership or activist position in affiliated fronts of revolutionary organizations within the last three years as shown by overt acts or statements established through reliable sources, informants, or individuals.
- (3) An individual who, although not a member of or participant in activities of revolutionary organizations or considered an activist in affiliated fronts, has exhibited a revolutionary ideology and is likely to seize upon the opportunity presented by national emergency to commit acts of espionage or sabotage, including acts of terrorism, assassination, or any interference with or threat to the survival and effective operation of national, state, and local governments and of the defense efforts.
- d. Category IV
  - (1) Individuals whose activities do not meet criteria of Categories I, II or III but who are in a position to influence others to engage in acts inimical to the national defense and are likely to furnish financial aid or other assistance to revolutionary or extremist elements because of their sympathy, associations, or ideology.
- 3. Factors relating to dangerousness
  - a. Dangerousness of individual does not depend solely upon personal characteristics, such as aggressiveness or disposition to violence. It also depends upon contribution subject has made or is making in advancing principles and aims of subversive movement, or his subversive potential in event of national emergency. All information must be carefully weighed. Among factors having bearing are:
    - (1) Long membership in subversive organization
    - (2) Affiliation with or attendance at training schools, especially leadership schools
    - (3) Possession of or study of revolutionary literature
    - (4) Espousal of subversive doctrines as shown by acts and utterances
    - (5) Contributions to or collections of funds for organizations
    - (6) Recruitment of new members
    - (7) Support of communist bloc powers in acts and utterances
    - (8) Activity as courier or confidential mail drop for subversive movement
    - (9) Regular participation in activities of subversive organization, especially when this involves sacrifices, inconveniences, or disadvantages
    - (10) Individuals who have defected, revoked, or sought revocation of U. S. citizenship in favor of communist country, have returned to U. S., and have taken no positive steps to counteract such action
    - (11) Statements or activities on subject's part establishing reasonable grounds to believe his loyalty would lie with communist country in event of armed conflict between U. S. and that country
    - (12) Training and/or participation in espionage, sabotage, or intelligence activities
    - (13) History of emotional instability or irrational behavior, prior acts indicating propensity for violence, coupled with subversive background or hatred against organized government
- 4. Evaluating interviews
  - a. Positive statement to interviewing Agents clearly indicating adherence to doctrines, aims, or purposes of revolutionary organization or front organization shall be considered in evaluating an individual's dangerousness.
  - b. Other than above, interviews are not factors in making determination as to ADEX; e.g., lack of cooperation or partial cooperation are not factors.



5. Recommendation for and preparation of ADEX cards
  - a. When potential dangerousness of subject has been established, office of origin is to prepare recommendation to Bureau on FD-122, in triplicate. Forward original and copy to Bureau, and place copy in subject's file. FD-122 has three uses: (1) to recommend subject for ADEX, (2) to submit changes for existing cards, and (3) to recommend subject be deleted from ADEX. Submit abstract when recommending subject for ADEX, or removal from ADEX, but no abstract for changes.
  - b. When FD-122 is submitted to recommend subject for ADEX, attach additional page or pages setting out succinct summary of facts on which recommendation based. Facts must be in sufficient detail to support recommendation, including justification for designated category.
  - c. If, at conclusion of investigation, subject is not being recommended for ADEX, closing communication should show reasons.
  - d. Summary report must be submitted when subject is recommended for ADEX unless one was previously furnished to Bureau. In latter instance, up-to-date report or LHM should be submitted. If case is pending because of outstanding leads, set out additional lead to follow authorization of ADEX card by Bureau. If case would otherwise be closed, place in pending-inactive status with lead to follow approval by Bureau and then close administratively.
  - e. Do not delay recommendations for ADEX because of absence of background or descriptive data. Submit recommendation with current report and retain in pending status to obtain missing items.
  - f. Subjects missing or out of country may be recommended for ADEX. FD-122 should include data required for unavailable section.
  - g. If Bureau approves recommendation, ADEX cards will be prepared. Copy of FD-122 will be returned stamped "ADEX card approved and prepared, two copies attached. Place description and photograph on reverse side of Geographical card." These cards should be filed in field office ADEX as outlined below. Place returned copy of FD-122 in subject's main file.
  - h. When cards are received from Bureau, check data for accuracy. Cards will be complete except for description and photograph, which are maintained on separate card stapled to back of one ADEX card. File this card in geographical section (except unavailable section cards.) Second ADEX card is filed in alphabetical section.
6. Inclusion in Stop Index File
  - a. Submit FD-122 in triplicate to Bureau when designating Category I ADEX subjects who are extremists for inclusion in Stop Index File.
  - b. Succinct summary with FD-122 should contain recommendation for inclusion in Stop Index File and appropriate descriptive data.
  - c. After recommendation approved, the third FD-122 copy will be forwarded to the Voucher-Statistical Section which maintains the Stop Index File for Category I ADEX extremist subjects.
7. Content and appearance of ADEX card
  - a. Data to appear on face of card
 

When complete, face of ADEX card should contain following information. If any items are missing, keep case pending to obtain necessary information. Set forth under each item are possible categories in which subject may be classified and code letters for appropriate space on FD-122. These code letters will appear on cards received from Bureau.

(1) Name and aliases	
Full and correct name and aliases of subject	
(2) Race	
White (Caucasian)	W
Negro	N
Chinese	C
Others	O
(All others, including Orientals (except Chinese), American Indian, etc.)	

- (3) Sex  
Male M  
Female F
- (4) Citizenship  
Native born NB  
Naturalized NA  
Alien AL  
(If unknown, space should be left blank, but status should be ascertained and submitted by FD-122.)
- (5) Organizational affiliation or nationalistic tendency  
American Socialist Clubs ASC  
American Workers' Communist Party AWC  
Black Nationalist BNT  
Black Panther Party BPP  
Communist Party, USA COM  
Groups advocating independence for Puerto Rico PRN  
Minutemen MIN  
Nation of Islam NOI  
New Left NL  
Progressive Labor Party PLP  
Proletarian Party of America PPA  
Revolutionary Action Movement RAM  
Revolutionary Union RU  
Socialist Workers Party SWP  
Spartacist League SPL  
Student National Coordinating Committee SNC  
Students for a Democratic Society SDS  
Workers World Party WWP  
Albanian ALB  
Bulgarian BUL  
Chinese CH  
Cuban CUB  
Czechoslovakian CZE  
Hungarian HUN  
Polish POL  
Romanian ROM  
Russian RUS  
Yugoslavian YUG
- (6) Category designation  
Category I C I  
Category II C II  
Category III C III  
Category IV C IV
- (7) Special Tabbing  
Pro-Cuban CUB  
Espionage subjects ESP  
Foreign government employees FGE  
U. S. Government employees GCV
- (8) Unavailable section  
Missing MI  
Out of country OC  
Imprisoned PR
- (9) Date and place of birth

- (10) Key facility geographical reference number (obtained from Department of Defense Key Facilities List)
  - (11) Residence address
  - (12) Employment address and any additional data deemed necessary to assist in locating subject.
  - (13) Field office and Bureau file numbers
  - b. Data to appear on separate attached card
    - (1) Place following data on separate card attached to reverse side of ADEX card being filed in geographical, or unavailable sections.
      - (a) Complete description
      - (b) Notation that security flash notice has been placed in Identification Division
      - (c) Photograph, with date taken. It is to be most current or best likeness of subject available.
      - (d) Dangerous characteristics of subject, including notation if subject possesses firearms
      - (e) Other data which will assist in locating subject, such as directions to residence or employment when these are unusual.
    - (2) Upon posting of security flash notice, field will be furnished FBI number and fingerprint classification which should be affixed to reverse side of ADEX card filed in geographical or unavailable sections.
    - (3) Use FD-186 to report information for separate card attached to card. Case Agent should fill in form and forward to clerical employee designated to post information. Thereafter, file FD-186 in case file. FD-186 may be used to note that subject has been physically observed.
8. Arrangement of ADEX
- a. At Bureau

Entire index is maintained on IBM tabulating cards, which are printed by automatic data processing and transmitted to field. An alphabetical breakdown of true names and all aliases of subjects is also maintained at Bureau.
  - b. In field office

Index is maintained in three sections: geographical, unavailable, and alphabetical sections.

    - (1) Geographical section

After receipt of two cards from Bureau and after descriptive data has been added to one, file latter in geographical section (or unavailable section, if applicable). Geographical section is broken down by residence address in accord with needs of each office, e.g., by state, county, city, or if needed, into boroughs or suburbs. Cards are filed alphabetically under each geographical breakdown.

Cards will show "unknown" residence for subjects (a) whose addresses are not known but prompt location within division is expected and (b) whose location in another division is being verified. File in breakdown designated "Verification Pending."
    - (2) Alphabetical section

File duplicate card alphabetically in this section; there is no other breakdown.
    - (3) Unavailable section

Cards of individuals who are missing, out of the country, or imprisoned are retained in unavailable section, broken down into three subsections, as follows:

      - (a) Missing subjects

Subjects are not to be included in unavailable section until action required in instructions for missing subjects is taken (see paragraph E. 3 of this section). If subject is missing, word "Missing" is typed on FD-122 after "Miscellaneous."

- (b) Subjects out of country  
Place cards for subjects who have departed from U. S. or Puerto Rico for foreign country in this subsection unless they should be canceled in accordance with instructions below under permanent departure.

Investigation of subject not yet included in ADEX may be in progress at time subject departs for foreign country. If facts otherwise warrant, submit FD-122 recommending inclusion in unavailable section.

If subject is out of country, type words "Out of Country" on FD-122 after "Miscellaneous." If foreign address known, include on FD-122 in space provided. If subject is only known to be in certain foreign country or is only known to be traveling abroad, include this on FD-122. If subject's current employment abroad is known, include on FD-122.

Follow case of any ADEX subject who is out of country at least once each year for verification of address and to determine if subject has returned. Place appropriate stops with Immigration and Naturalization Service to be advised of return.

- (c) Imprisoned subjects  
Place cards of imprisoned ADEX subjects in unavailable section. Type word "Imprisoned" on FD-122 after "Miscellaneous." Identify institution in which subject is incarcerated in space provided for residence. Arrange with confining institution to be informed of subject's release. Set tickler shortly prior to expected release to verify. After release, determine whether subject should be retained in ADEX.

When submitting recommendation for unavailable section, include words "Unavailable Section" in upper right portion of FD-122. Do not include former residence or former employment. ADEX cards for unavailable section will bear code letters in upper right portion designating proper subsection.

Upon receipt of two cards from Bureau, check for accuracy, place required descriptive data on one, and file latter in unavailable section. File other card in alphabetical section. When missing subject is located or subject who has been out of country has returned or imprisoned subject released, submit FD-122 showing current residence and place of employment. Type words "Remove from Unavailable Section" after "Miscellaneous." When subject in unavailable section is located in another division, submit FD-128 to Bureau and new office of origin. Type "Remove from Unavailable Section" in space to right of addresses. Bureau will send revised cards to new office of origin.

- c. Special interest subjects  
Certain classes of individuals could be of special interest depending on the particular circumstances of a national emergency. These include the following:
- (1) Espionage subjects  
In the event of a national emergency, special consideration should be given to these individuals to insure that investigation or any

other action taken to neutralize their activities is handled, if possible, in such manner as to not destroy the opportunity to penetrate an active espionage network. When submitting FD-122 regarding such individual, the words "Special Interest" should be typed in upper right portion and the abbreviation "ESP" should be shown in the space provided after "Miscellaneous."

(2) U. S. Government employees

The Department has requested regular advice as to the identities of all U. S. Government employees whose names are listed in ADEX. When submitting FD-122 regarding such individual, the words "Special Interest" should be typed in upper right portion and the abbreviation "GOV" should be shown in the space provided after "Miscellaneous."

(3) Foreign government employees

In the event of a national emergency, special consideration should be given to these individuals to insure that investigation or other action taken to neutralize their activities is handled so as to minimize the possibilities of diplomatic repercussions. When submitting FD-122 regarding such individual, the words "Special Interest" should be typed in upper right portion and the abbreviation "FGE" shown in the space provided after "Miscellaneous."

(4) Pro-Cuban individuals

In the event of a limited emergency involving the U. S. and Cuba, consideration should be given to affording special attention to the investigation of these individuals. This would include individuals who are included in the ADEX solely on the basis of pro-Cuban activities or sympathies as well as individuals who are included in ADEX primarily because of other activities or affiliations but who have shown a marked sympathy for the communist regime in Cuba or who otherwise would be of special interest in the event of a U. S.-Cuban conflict. When submitting FD-122 regarding such individual, the words "Special Interest" should be typed in upper right portion and the abbreviation "CUB" should be shown in the space provided after "Miscellaneous."

FD-122 forms submitted relative to individuals in above "Special Interest" classes should, in addition to listing the appropriate abbreviation after "Miscellaneous," also indicate any other applicable organizational or nationalistic affiliation. For instance, FD-122 concerning a leader of the Communist Party, USA, who is a U. S. Government employee, would carry the abbreviation "GOV" as a miscellaneous item (and would have "Special Interest" typed in upper right portion) and in addition would be checked as to Communist Party affiliation.

Cards on "Special Interest" subjects should be filed in regular sequence with other ADEX cards in both the geographical (or unavailable, if applicable) and alphabetical sections and receive same handling as other ADEX cards except for instructions set forth above. Automatic Data Processing equipment at the Bureau will furnish on demand lists of individuals in any one or all of above "Special Interest" classes.

ADEX cards for "Special Interest" subjects will bear appropriate code letters in upper right portion designating type of case. When subject no longer comes within one of classes of special interest, submit FD-122 with words "Remove from Special Interest" typed after "Miscellaneous." If card should be placed in unavailable section, add "Place in Unavailable Section." When new cards are received from Bureau, destroy old cards.

## 9. Periodic verification of addresses

- a. Data on ADEX cards should be up to date at all times.
- b. Whereabouts of all ADEX subjects should be known at all times. Check residence and business addresses of subjects in Category I at least once each three months. Residence and business address of Category II subjects should be checked at least once each 6 months and of Category III and IV subjects at least once each year. These instructions, however, do not apply to subjects who are imprisoned (see instructions relating to unavailable section of ADEX) or those who meet criteria as disaffected U. S. citizens (see Section 105 H). Residence and employment of latter must be verified each 90 days. Case of any subject who is out of country must be followed at least once every year to determine if he has returned.

Arrange to be advised on current basis of any indication subject is engaged in subversive activities, is exhibiting violent tendencies, or plans to change residence or employment. Checks to verify residence or business addresses may be made under pretext by telephone once each six months for Category I subjects and once every two years for all others.

- c. Use FD-154 when it will facilitate verifying addresses. When FD-154 is not used, notation should be made on last FD-154, FD-122, or FD-128 in subject's file showing addresses and date verified. Each time residence and employment verified, reevaluate case to assure subject is still within criteria. Make notation in file to this effect.
  - d. If residence and/or business address has changed, submit FD-122 to Bureau showing only changes to be made. Also submit FD-366 to Bureau for dissemination to Secret Service and give copy to Secret Service locally.
  - e. Handle verifications by reopening and assigning cases and closing administratively when accomplished. Where appropriate, handle verifications at time cases are reopened for periodic reports or LHM and include results in report or LHM. Otherwise, record verifications on FD-154 and place in case file.
10. Changes, additions, and deletions of data on ADEX cards
- a. Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, category designation, date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility, residence or business address. Exception: Change office of origin by FD-128.
  - b. Temporary handwritten notations may be made on existing cards pending receipt of corrected cards from Bureau.
  - c. Set out only items being changed, added, or deleted. If being deleted, specify "Delete."
  - d. Upon receipt from Bureau of corrected card, take following action:
    - (1) Check accuracy of data on cards.
    - (2) Transfer separate card with descriptive data and photograph from back of old geographical section card to corrected card and file in geographical section, (or unavailable section, if applicable).
    - (3) File other card in alphabetical section.
    - (4) Destroy old cards.
11. Movement of subjects between offices
- a. Subjects of ADEX cards
    - (1) Assign immediately requests from other offices to verify addresses of subjects and transmit results within thirty days.
    - (2) New office furnish old office information concerning key facility employment of subject so that geographical reference number,

- agency having security responsibility, and interested agencies can be included on FD-128 submitted by old office of origin.
- (3) Office of origin, upon verification of address, immediately submit FD-128 transferring origin. Submit original and one copy to Bureau and two copies to office covering new address enclosing copies of all previous reports, other pertinent serials, photograph if available, and ADEX cards. Show full title and designation.
  - (4) Where flash notice has been placed with Identification Division, note on FD-128 and designate extra copy of FD-128 for Bureau for attention of Identification Division.
  - (5) Old office of origin submit current report or LHM. If LHM submitted, cover communication should include same documentation as is required in administrative pages of reports.

Do not delay submission of FD-128 solely for preparation of report or LHM, but note on FD-128 that appropriate communication is being prepared. Old office of origin should furnish Secret Service locally with subject's new residence and business addresses by FD-366. Copy of FD-366 should be provided to new office of origin for dissemination to Secret Service locally by latter office. Case will remain pending in both old and new offices until report or LHM is submitted by old office. New office of origin is responsible to follow matter until completed.

- (6) New office of origin should review pertinent material received with FD-128 and information in its files to determine if additional investigation warranted. If not, advise Bureau by letter that case is being closed.
  - (7) Upon receipt of FD-128, office covering new address is origin and should place office file number on ADEX cards and file them in its ADEX.
  - (8) Upon receipt of new cards from Bureau, new office is to transfer information from reverse side of old geographical card to new card, appropriately file new cards, and destroy old ones.
- b. Subjects not included in ADEX
- (1) Transfer office of origin by FD-128 upon verification by another office of subject's presence in that division. Enclose copies of all reports and other pertinent serials to new office of origin.
  - (2) New office of origin should initiate appropriate investigation or advise Bureau case closed if no action warranted.

12. Cancellation and removal of cards from ADEX

- a. Death of a subject  
Destroy card and advise Bureau by LHM.
- b. Permanent departure  
Upon learning of subject's departure from U. S. or Puerto Rico for foreign country, immediately ascertain conditions of departure. No card shall be canceled by reason of such departure unless subject is alien whose permanent departure has been verified. If U. S. citizen who has been out of country has renounced U. S. citizenship and taken citizenship of foreign country, card may be canceled when it has been determined he does not intend to return to U. S.
- c. Imprisonment of subject  
Do not cancel card because subject imprisoned, regardless of length of time he will be incarcerated. Place card in unavailable section and handle as set forth under imprisoned subjects above.
- d. Entry of subject into armed forces  
Upon learning of entry, submit to Bureau FD-122 to cancel ADEX and FD-366 to advise Secret Service of entry, disseminating copy of FD-366 locally to Secret Service. Also submit report or LHM setting forth pertinent information not previously reported and including facts

regarding subject's entry into armed forces. Disseminate copy of report or LHM locally to appropriate military intelligence agency and furnish copies to Bureau for dissemination at headquarters level. Place case in closed status.

Remove subject from ADEX. File geographical card for subject in case file marked "canceled" and destroy alphabetical card. Set administrative tickler and each six months make appropriate inquiry to determine if subject has been discharged. Make such checks locally, through pretext if necessary, and, if necessary, submit letter requesting check by field office covering records of appropriate service.

When subject returns to civilian status, determine whether his activities still warrant inclusion in ADEX. If so, submit complete FD-122 as if initial recommendation being made, and current report. If not, advise Bureau of reasons.

e. Security informants

Card may be destroyed upon receipt of Bureau authority to designate person security informant. In requesting Bureau authority to designate individual as security informant, call attention to ADEX card and recommend cancellation.

f. Subject no longer dangerous or potentially dangerous

Frequently information is received or investigation develops that subject no longer represents threat to internal security by reason of physical condition, defection, or expulsion from subversive movement. Such defection may be shown by lack of activity and obvious disinterest over extended period, or by open declaration. In such cases, interview of subject should be recommended unless there are specific reasons to the contrary.

In all cases recommendation for removal from the ADEX should be made by FD-122 with attached succinct summary of facts on which the recommendation is based. Submit abstract with FD-122.

13. Administrative procedures regarding category designations

a. Changes in category

When facts warrant changing category designation for a particular subject, submit FD-122 indicating change to be made and attach additional page setting forth brief summary of facts supporting this recommendation.

b. Colors of ADEX cards

ADEX cards will be the following colors:

Category I - beige

Category II - green

Category III - white

Category IV - yellow

In both geographical and alphabetical sections of ADEX there should be no separate sequence of cards by category level. Of course, if necessary to identify subjects of any one category, for administrative purposes or otherwise, this could be accomplished readily by reference to the particular color involved.

14. Individuals employed in or having access to key facilities

a. Responsibility

FBI is responsible by Presidential directive to advise interested Federal agencies of developments affecting plants having armed forces contracts, as well as other facilities, utilities, and critical points of transportation and communications systems which have been designated vital to national defense by Department of Defense. Under Delimitations Agreement FBI is responsible for investigating employees of private



contractors holding contracts with agencies of Department of Defense where there is credible subversive information concerning employee. Conduct thorough investigation and consider for ADEX any individual employed in or having access to key facility who is alleged to have been, at any time in past, member of any basic revolutionary organization or against whom there is sufficient subversive information to warrant such action.

- (1) Requests for investigation from another agency  
When another agency requests investigation of individual employed in key facility, institute investigation immediately if basis of request warrants, and advise Bureau.
  - (2) Verification of key facility status  
Check Key Facilities List (maintained in each office) to verify that subject's place of employment is included.
  - (3) Individuals denied access to restricted information  
Intelligence agencies of armed forces frequently report individual has been denied clearance to work in defense plant or to handle classified information. Intelligence agency is responsible to furnish Bureau with any information involving disloyalty or subversion. Office receiving such notification must promptly ascertain basis for denial and obtain all pertinent data contained in file of agency responsible for such action. Forward data to Bureau and include in next report. Where no investigation has been conducted by Bureau, open security investigation if information warrants.
- b. Inclusion in ADEX  
In recommending key facility employee for ADEX, FD-122 is to contain:
- (1) Key facility geographical reference number
  - (2) Abbreviation for Department of Army (A), which has security responsibility for all key facilities
  - (3) Abbreviations for other agencies known to have classified contracts with key facility. Interested agencies are identified on FD-122 to assure proper dissemination of reports but will not appear on ADEX cards.
  - (4) Recommendation for Category I designation
- c. Dissemination  
Following guidelines relative to dissemination of information in these cases should not be considered as hard-and-fast rules. If special circumstances exist which would dictate that outside dissemination should not be made or should be deferred (for example, the possibility of compromising a highly sensitive investigation) withhold dissemination and promptly submit appropriate recommendations to Bureau for its consideration.

Upon receipt of allegation concerning key facility employee from source other than interested intelligence agency, immediately furnish by letter to interested agency (1) summary of allegation and information concerning individual; (2) statement that information is unsubstantiated and has not been verified through investigation; (3) advise as to whether security investigation is being conducted and, if so, that copies of reports will be furnished upon completion. With exception noted below, disseminate derogatory information of security nature concerning persons employed at facilities holding classified contracts both to interested intelligence agencies and to Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio 43215, attention Chief, Adjudication Division (advise interested intelligence agency of dissemination to DISCO). This includes persons who may not currently be key facility employees but are known to hold industrial security clearances. Exception involves facilities holding classified contracts

with Atomic Energy Commission (AEC). Dissemination to AEC is made only at Bureau.

Disseminate copies of reports for Marine Corps locally to Naval Investigative Service Office (NISO). Dissemination to Defense Atomic Support Agency, Research and Development Board and Maritime Administration is made only at Bureau.

d. Status of cases

After all investigation is conducted, place in pending-inactive status. Make case pending-active 45 days before report due and check with armed services representative at key facility or with other reliable sources to determine whether subject has access to classified or restricted material.

e. Reports

See Manual of Rules and Regulations, part II, section 4D, item 2a, (6), and section 4M, item 4, for instructions concerning synopsis and classification of reports in key facility cases. Synopsis must set forth subject's employment specifying that subject works at key facility and statement that subject has or has not access to classified or restricted material.

15. Correlation of other investigations with ADEX

Individuals investigated by Bureau under any classification against whom subversive information is developed must be considered for ADEX. This includes espionage, foreign intelligence, applicant-type, and security of Government employees (SGE) investigations. When individual previously investigated under SGE classification is ADEX subject and is still employed by Federal Government or is being considered for Federal employment, use dual character of "Security of Government Employees" and character of security case in reports to insure proper routing. Use standards prevailing for SGE reports. Disseminate as any other security report. If other agencies locally request reports of SGE investigation, advise them to direct request to their headquarters for referral to Bureau.

G. REPORTS ON INDIVIDUALS

1. General

Cases of all ADEX subjects must be reopened for preparation of reports or LHMs following schedule below. LHM is permissible when information to be reported is brief and consists of no more than five pages. LHM should include appropriate main and subheadings where applicable. In connection with Categories III and IV only, if there is no additional information to report since last submission, FD-400 should be used in lieu of LHM. Critically analyze each case in light of ADEX criteria each time it is reopened and brought up to date.

2. Schedule of submission of reports or LHMs

In all cases, initial submission should be summary report but subsequent information may be furnished by LHM, if appropriate.

- a. Category I - semiannually
- b. Category II - annually
- c. Category III - annually
- d. Category IV - biennially

3. Origin

Office covering territory in which subject's subversive activities occur

4. Classification

- a. 100 - for individuals affiliated with revolutionary or communist organizations or fronts
- b. 105 - for members of Puerto Rican nationalist groups (or others having foreign nationalistic tendencies)

5. Title

Carry only one subject in title of each report. Submit separate reports for each subject regardless of relationship; i.e., husband and wife, father and son, etc.

## 6. Character

- a. The designation "Security Matter" (SM where appropriate) is to be set out in all instances. Use organizational affiliation where organization with which subject is affiliated is under current or continuing investigation or where a Bureau-approved thumbnail sketch exists.  
Examples: Security Matter - C (Communist)  
Security Matter - SWP (Socialist Workers Party)  
Security Matter - SMC (Student Mobilization Committee)
- b. Every effort is to be made to use a meaningful organizational affiliation or nationalistic tendency designation; however, where this cannot be done, following designations should be used:
  - (1) Security Matter - Subversive (Where activity of subject consists primarily of efforts to disrupt or destroy Government operations through violent protest and is in line with espousal or support of philosophy which advocates overthrow of Government by any means possible, including force and violence, and/or a demonstrated propensity for violence to achieve the same objective or to deny others their rights under the Constitution.)
  - (2) Security Matter - New Left (Where activity of subject is primarily extremist, student and/or communal-existence oriented and relates to violent efforts to disrupt or destroy Government operations in line with espousal or support of a philosophy which advocates overthrow of the Government by any means possible, including force and violence, and/or a demonstrated propensity for violence to achieve the same objective or to deny others their rights under the Constitution.)

## 7. Status

Carry cases as pending until all active investigation has been conducted. Thereafter, status shall be as follows:

- a. Category I: Cases should remain in pending status and report or LHM submitted six months from date of last report or LHM.
- b. Category II: Cases should be reopened 45 days prior to six months from date of last verification to meet annual reporting and six-month verifications requirements.
- c. Category III: Cases should be reopened 45 days prior to one year from date of last annual verifications to meet annual reporting and verifications requirements.
- d. Category IV: Cases in which there have been reports, or LHMs in lieu of reports, or verifications within last year should be reopened 45 days prior to one year from that date to meet annual verifications requirements and 45 days prior to two years from that date to meet biennial reporting requirements.
- e. Subjects recommended for ADEX
  - (1) Pending inactive  
If all active investigation completed at time FD-122 forwarded to Bureau, set forth lead to follow for ADEX approval.
  - (2) Closed  
After ADEX approved, follow by administrative tickler for periodic report.
- f. Subject not being recommended for ADEX  
Closed - prior to closing, comply with instructions pertaining to interviews.

## 8. Content

- a. Include following and handle under topical headings (both in reports and LHMs) where appropriate.
  - (1) Background
    - (a) Birth data
    - (b) Citizenship status

- (c) Education
- (d) Marital status
- (e) Military service record (domestic or foreign, including type of discharge, citations, etc.)
- (f) Identification record
- (g) Employment
- (h) Residence
- (i) Status of health (if known)
- (2) Connections with basic revolutionary groups, front groups, and/or other subversive organizations or movements
  - (a) Information concerning admission into group, including sponsors, etc.
  - (b) History of activity in, attendance at meetings of, and positions held in subversive movement
- (3) Revolutionary statements by subject
  - (a) Determine each statement and full details surrounding it.
  - (b) Determine all statements showing adherence to principles of Marxism-Leninism or other revolutionary doctrines.
- (4) Other activities indicating furtherance of program of subversive organizations
  - (a) Speeches and writings
  - (b) Organizational directives and/or educational outlines signed by or issued by subject, or issued while subject was officer of organization
  - (c) Pertinent contacts between subject and leaders of organizations
  - (d) Details concerning subject's attendance or connection with subversive training schools
- (5) False statements made by subject, including aliases  
Evidence may be obtained from passports, tax returns, and voting, marital, employment, and selective service records.
- (6) Miscellaneous  
Pertinent items not falling under above categories
- b. Reports on individuals should be confined to:
  - (1) Information as to membership and activity in basic revolutionary organizations, front organizations, and/or other subversive organizations or unorganized groups
  - (2) Position and importance of subject in subversive movement
  - (3) Pertinent background information  
Include only information pertinent to determining whether or not subject is engaged in subversive activities. Set out date or period to which it pertains; e.g., John Doe advised on January 15, 1970, that subject attended CP meetings in January, 1965, in Syracuse, New York.
- c. Summarizing information
  - (1) When prior summary reports are not suitable for dissemination, include all pertinent information in current summary report with sources fully protected.
  - (2) Repetitious and cumulative items may be limited to representative number with each item set forth fully documented. Number of items will depend upon preponderance of other information showing dangerousness of subject.
  - (3) When selection of representative number of items is made, follow with summary statement that source advised during specified period of time subject also attended certain number of other meetings. (Set out file number and serial range in documenting such statements.)
  - (4) Where there is extensive activity in subversive organizations, it is permissible to use narrative statements without exact dates of

activity; however, show period of time involved and inclusive dates of informant reports. Summary statements must be statements of facts and not conclusions. Information from different sources must be reported separately.

- (5) Above instructions do not lessen responsibility for reporting all pertinent items.

9. Administrative data - cover pages

a. General

References to following administrative items should be in cover pages accompanying reports:

- (1) ADEX, file numbers and titles of other cases, category level, security flash notice (FD-165), FD-122, FD-128, and noninvestigative information
- (2) In all ADEX cases, FD-305, appropriately filled out, shall be the last page of cover pages to annual reports and the last page of cover communications to LHMs submitted in lieu of annual reports. (If non-symbol informant page is used, FD-305 would be next to last page.)

b. Documentation of reports

- (1) Complete documentation of all reports is required. This also applies to LHMs.
- (2) If information necessary for complete documentation is not in subject's file, review other office files, as needed. If not obtainable, so state in cover pages.
- (3) Do not conduct extensive investigation to locate sources of background information or to otherwise document background information.
- (4) Office preparing summary report may include information originally obtained by another office but may not have necessary documentation. If office preparing report has copies of documents obtained by another office and identity of source, date of activity, date received, and receiving Agent are known, it is not necessary to obtain file number of original. Pertinent documentation, other than file number, should be obtained from auxiliary office.
- (5) When report includes references to known subversives who have associated with subject, identify source of characterization in cover pages without further documentation.
- (6) When it is necessary to obtain thumbnail sketch, place in thumbnail sketch file so it will be readily available for future use.

10. Channelizing memoranda - destruction of

Channelizing memoranda may be destroyed following submission of reports. Copies of informant's statements designated for 100 classification files of informants may be destroyed when one year old. (See instructions for destruction of channelizing memoranda in MRR, part II, section 3D, item 8.)

H. DISSEMINATION OF DATA DEVELOPED IN SECURITY INVESTIGATIONS

1. Policy

Proper use of information received is foremost among Bureau's responsibilities. Information obtained during investigations should be forwarded to other interested agencies in executive branch unless there are compelling reasons not to do so. Delimitations Agreement and Presidential directives provide for dissemination to other agencies which have present or potential interest information relating to espionage, sabotage, subversive activities, and related matters.

2. Bureau requirements

All conceivable situations cannot be anticipated, however, following instructions pertain to representative situations which occur frequently. Basic rule is that security information must be furnished promptly to interested agencies in executive branch. Term "interested agency" must be interpreted in light of reason and common sense. Bring any unusual situations to Bureau's attention promptly for consideration.

Considerations affecting national defense in Alaska, Hawaii, and Puerto Rico require broadest possible construction of requirements for dissemination to intelligence services in those areas. See MRR, part II, section 5, pertaining to Bureau's overall responsibilities and policies in dissemination.

a. Members of armed forces

Delimitations Agreement between FBI and armed forces intelligence agencies (see section 102B, volume IV, of this manual) requires each agency to exchange freely and directly with other subscribing agencies all information of mutual interest. Any information developed concerning members of military services must be referred immediately to appropriate military branch having primary responsibility, even though allegations have not been fully resolved or verified. Specifically point out in such instances that information has not been verified. If it is determined subject is member of armed services, discontinue investigation immediately, advise Bureau, and disseminate pertinent reports locally to appropriate intelligence agency. Dissemination regarding military personnel is not confined to subjects of security investigations but extends to any subversive data developed against member of armed services during FBI investigations. If member of armed forces has been in contact with security subject or any individual or group with security implications, immediately advise appropriate local intelligence service, even though security aspects of contact have not been resolved. Point out in such instances that information is unverified and transmit any additional developments immediately.

Determine during security investigations whether subjects have any close relatives in armed forces. Promptly call such associations to attention of appropriate military intelligence services, together with pertinent data, including reports, on subjects involved. Evaluation of these associations lies entirely within province of military intelligence services, but Bureau must disseminate this information immediately upon receipt. Advise Bureau by letter concerning any subversive contacts or information developed concerning military personnel, including statement as to local dissemination and enclosing LHM setting out subversive data.

b. Aliens and naturalized citizens

Furnish information which might have bearing on their deportation or denaturalization to Immigration and Naturalization Service (INS). If in doubt, disseminate.

c. Employees of or persons having regular access to key facilities or employees of plants having contracts with military services

See instructions in this section concerning individuals employed in or having access to key facilities.

d. Employees of public utilities (including state and municipal facilities) which are not on key facilities list or otherwise in manufacture of materials vital to national defense

Disseminate locally to Army and other intelligence services if their interest is apparent.

e. Individuals on inactive duty who are members of or hold commissions in reserve branches or National Guard

Disseminate locally to appropriate military intelligence service.

f. Seamen and subjects employed in maritime industry, including longshoremen and waterfront employees

Disseminate locally to Coast Guard and, when circumstances dictate, to other interested intelligence agencies, including NISO.

g. Employees of Federal Government within purview of Executive Order 10450

No dissemination of reports in security of Government employees cases may be made in field. If, however, subject is employed in key facility,

furnish copies of reports bearing dual character, "Security of Government Employees; Security Matter - C," to appropriate intelligence agencies of armed services. Instructions regarding dissemination to Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, appear in this section of this manual under individuals employed in or having access to key facilities - dissemination. Instructions regarding all phases of FBI responsibilities under Executive Order 10450 are in section 19, volume II, of this manual.

- h. Individuals who own property or reside in immediate vicinity of installation or other premises under cognizance of branch of armed services Disseminate locally to intelligence service of military branch involved.
- i. Airmen issued certificates by Federal Aviation Administration (FAA) FAA issues certificates to airmen, defined as persons in command or acting as pilot, mechanic, or member of crew in navigation of aircraft while under way; individuals directly in charge of inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in capacity of aircraft dispatcher or air-traffic control tower operator. Furnish subversive data concerning such persons to Bureau by report or LHM. In cover communication, recommend it be furnished to FAA. Dissemination will be made only at Bureau. For additional instructions regarding dissemination to FAA, see MRR, part II, section 5.
- j. Dissemination to Secret Service  
Under agreement between FBI and Secret Service concerning protective responsibilities dated 11-26-71 (set out in section 102, volume IV, of this manual), reports or LHMs are disseminated to Secret Service (both locally and at SOG) in all cases which meet standards set forth. As practical matter, this includes virtually all security cases on individuals where any substantial information exists as to subversive, extremist, or revolutionary activities or sympathies on the subject's part. Furnish Bureau extra copy of report or LHM in these cases.
  - (1) Secret Service must be advised of reason for referral; that is, statement of class or classes of agreement which applies to subject. Use FD-376, which serves as letter of transmittal for both local and SOG dissemination. Forward original and one copy to Bureau. Maintain copy in case file and upon transfer of origin, furnish copy to new office of origin. Be certain individual is properly categorized.
  - (2) If subject of prior investigation is being recommended for ADEX, do not disseminate prior reports without first reviewing them carefully to insure they meet current reporting standards and are suitable for dissemination. If one or more prior reports are found unsuitable for dissemination, prepare LHM containing the pertinent information involved for dissemination to Secret Service along with current report. Forward copies of such LHM to Bureau for SOG dissemination.
  - (3) After initial dissemination to Secret Service, as changes occur in residence and employment, advise Secret Service locally by FD-366 and furnish two copies to Bureau.
  - (4) For instructions pertaining to dissemination to Secret Service in matters involving threats against President, refer to section 134B, volume IV, of this manual.

- (5) Upon transfer of office of origin in these cases, old office of origin should furnish Secret Service locally with subject's new residence and business address by LHM or FD-366 with copies to Bureau and new office of origin for dissemination to Secret Service headquarters and Secret Service office covering new residence, respectively.
- k. Dissemination at Bureau
- There are situations in which dissemination is made only at Bureau. Do not disseminate information to any field branch of another Government agency where security measures are inadequate. In such instances bring data to immediate attention of Bureau for SOG dissemination. In addition, Atomic Energy Commission receives reports only through Bureau. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including State Department, only at SOG.]



- (c) When all logical leads have been exhausted in case of missing important functionary, consider requesting Bureau authority to circularize all field offices with subject's photograph and background information.
- d. Individuals traveling abroad (Also see section 105G, volume IV, of this manual.)
- Set forth below are steps to be taken when information is received that subject in one of following categories intends to travel abroad or has already departed this country for foreign travel: subject of current security investigation, subject in priorities I and II of security index, past security subjects who may be in underground capacity, or subject concerning whom there is current information indicating need for foreign coverage.
- (1) Immediately advise Bureau by LHM available details concerning travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, name under which passport was issued, number of passport, and issuing office, if known. Include full description of subject and all aliases (in case of Chinese and Korean subjects, include Chinese telegraphic code or Korean telegraphic code numbers). Also include concise resume of available subversive data regarding subject. Do not delay advising Bureau of actual or intended travel while developing details of travel as time is of essence.
  - (2) Set out lead for WFO to check records of Passport Office, Department of State; but do not limit efforts to develop pertinent information to such check.
  - (3) Information concerning subject's proposed travel abroad, including information concerning subversive activities, is furnished Department of State, Central Intelligence Agency (CIA), and legal attaches. If travel is in area covered by legal attache, forward sufficient copies of LHM to enable dissemination of three copies to each legal attache involved. For each of these legal attaches, forward one photograph of subject, if available. If stops are to be placed with security services abroad, cover letter should so indicate. Set forth requests for investigation abroad on separate numbered page, captioned "Leads," at end of LHM. Request should not refer to legal attache or request investigation by particular agency abroad.
  - (4) Subsequent report in individual case should contain details regarding subject's travel. In nonsecurity index cases where LHMs are submitted, communication transmitting data regarding travel should indicate whether investigation is being initiated and, if not, why.
  - (5) Set forth below are steps to be taken when information is received that one of following is forming tour group for foreign travel: organization of investigative interest to Bureau or subject in one of categories described in first paragraph under item d above.
    - (a) Advise appropriate offices, under caption of tour group or organization, identities of individuals participating in tour, and furnish Bureau LHMs for State Department, CIA, and appropriate legal attaches. Include all readily available information pertaining to tour, such as itinerary, pertinent dates, names and addresses of participants, and thumbnail sketch of organization or individual sponsoring tour.
    - (b) Offices should immediately identify participants and submit LHMs on those in one of categories described in first paragraph under item d above. Refer to LHM previously prepared under caption of tour group or organization. Submit letter to Bureau under caption of tour group or organization listing individuals within territory participating in tour on whom there is no subversive information.

- (6) Advise Bureau promptly by LHM of subject's return from travel abroad. If such individual has traveled behind Iron Curtain, also furnish Bureau recommendations as to interview and state whether additional investigation is contemplated.

3. File reviews  
Check office indices and review files thoroughly for pertinent information showing background and subversive activity. Include information in initial report. After each check and review of files has been made, consolidate reference cards pertaining to subject in indices.
4. Security informants  
Information developed through security informants is unsurpassed in value both for intelligence purposes and as admissible evidence.
5. Physical surveillances  
Physical surveillances should be used when, in opinion of SAC, information of sufficient value might be obtained to justify their use in light of existing circumstances and available manpower.
  - a. When information is received that meetings of subversive organizations are to take place, physical surveillances should be considered to corroborate such information and identify participants.
  - b. Surveillances of individuals in leadership or underground capacities serve to identify others within movement.
  - c. Success of surveillances depends upon resourcefulness of Agents who must at all times exercise sound judgment and discretion. Be alert to observe activity of subject and countersurveillances which may be used to identify Agents and embarrass Bureau.
6. Photographic surveillances  
Photographic evidence of meetings between individuals or which shows subjects entering or leaving meeting places of subversive organizations affords convincing and admissible evidence to establish subversive activities. Prior Bureau authority is needed for photographic surveillances of meetings and they must be properly correlated with other investigative techniques to obtain maximum evidence. Conceal equipment to avoid detection by subjects or other individuals in proximity of surveillance.
7. Public sources  
Make use of all logical public sources of information. Obtain background and lineage data from birth records and local bureaus of vital statistics, credit agencies, state records, public utility records, and school records. Credit check of individual should be limited to obtaining identifying information only (name, address, former address, employment, former employment). Obtain and index as reference material publications of subversive organizations and records of state and Federal committees which have conducted hearings concerning subversive activities.
8. Records of private firms  
Where pertinent information is available in records of private firms, such as past or present employers, insurance companies, and merchants, contact such firms provided it will not jeopardize investigation.
9. [a.] Channelizing of information to case files  
Membership or activity in subversive organizations should be channeled to main case files of individuals involved. Mimeographed form FD-306 may be used provided it is limited to reporting attendance at meetings. When information from informants or surveillances is channeled to individual case files, it must be documented. Coordinate information received from informants and confidential sources with active investigation.

- [ b. Preparation of channelizing memoranda for other offices. When preparing lengthy channelizing memoranda reporting material of interest to other offices, limit the number of copies prepared for each other such office to two. Clearly indicate next to the name of the receiving office the number of the page containing information pertinent to that office and note on cover page that distribution of material for case files is being left to the discretion of the receiving office. If the channelizing memorandum includes names of individuals who merely attend a meeting or gathering, and played no important role, the reporting office is to attach to the channelizing memorandum a one-page memorandum listing the names of all individuals who were merely in attendance and had no important function. The preparation and distribution of additional copies of the one-page attachment are left to the discretion of the receiving office.]

10. Preservation of evidence

Bear in mind necessity of obtaining admissible evidence.

- a. Identify, preserve, and maintain continuity of evidence obtained for possible admission in Federal proceedings. Identify specifically as to source and date.
- b. Notes or statements from informants necessary to refresh their recollection if called to testify must be in sufficient detail to serve this purpose and contain no material which would make their use inadvisable or inadmissible.
- c. Informant's original notes or statements are not to be blocked, stamped, serialized, or mutilated in any way which would render them unsatisfactory for use in Federal proceedings.

- (4) Office preparing summary report may include information originally obtained by another office but may not have necessary documentation. If office preparing report has copies of documents obtained by another office and identity of source, date of activity, date received, and receiving Agent are known, it is not necessary to obtain file number of original. Pertinent documentation, other than file number, should be obtained from auxiliary office.
  - (5) When report includes references to known subversives who have associated with subject, identify source of characterization in cover pages without further documentation.
  - (6) When it is necessary to obtain thumbnail sketch, place in thumbnail sketch file so it will be readily available for future use.
10. Channelizing memoranda - destruction of  
 Channelizing memoranda [must] be destroyed following submission of reports [or following submission of letterhead memoranda (LHM), or when information is of no value to report or LHM.] Copies of informant's statements designated for 100 classification files of informants may be destroyed when one year old. (See instructions for destruction of channelizing memoranda in MRR, part II, section 3D, item 8.)

# I. DISSEMINATION OF DATA DEVELOPED IN SECURITY INVESTIGATIONS

## 1. Policy

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## 2. Bureau requirements

Because all conceivable situations cannot be anticipated, data below pertains to representative situations which occur frequently. Basic rule is that security information must be furnished promptly to interested agencies in executive branch. Term "interested agency" must be interpreted in light of reason and common sense. Bring any unusual situations to Bureau's attention promptly for consideration.

Considerations affecting national defense in Alaska, Hawaii, and Puerto Rico necessitate broadest possible construction to requirements for dissemination to intelligence services in those areas. See Manual of Rules and Regulations, part II, section 5, pertaining to Bureau's overall responsibilities, policies, and exceptions in dissemination.

### a. Members of armed forces

Delimitations Agreement between FBI and armed forces intelligence agencies (see section 102B, volume IV, of this manual) requires each agency to exchange freely and directly with other subscribing agencies all information of mutual interest. Any information developed concerning members of military services must be referred immediately to appropriate military branch having primary responsibility, even though allegations have not been fully resolved or verified. Specifically point out in such instances that information has not been verified. When it is determined security subject is member of armed services, discontinue investigation immediately, advise Bureau, and disseminate pertinent reports locally to appropriate intelligence agency. Dissemination regarding military personnel is not confined to subjects of security investigations but extends to any subversive data developed against member of armed services during FBI investigations. If member of armed forces has been in contact with security subject or any individual or group with security implications, immediately advise appropriate local intelligence service, even though security aspects of contact have not been resolved. Point out in such instances that information is unverified and transmit any additional developments immediately.

Determine during security investigations whether subjects have any close relatives in armed forces. Promptly call such associations to attention of appropriate military intelligence services, together with pertinent data, including reports, on subjects involved. Evaluation of these associations lies entirely within province of military intelligence services, but Bureau must disseminate this information immediately upon receipt. Advise Bureau by letter concerning any subversive contacts or information developed concerning military personnel, including statement as to local dissemination and enclosing LHM setting out subversive data.

- b. Aliens and naturalized citizens  
Furnish information concerning aliens and naturalized citizens which might have bearing on their deportation or [denaturalization] to Immigration and Naturalization Service (INS). If in doubt, disseminate.
- c. Employees of or persons having regular access to key facilities or employees of plants having contracts with military services  
See instructions in this section concerning individuals employed in or having access to key facilities.
- d. Employees of public utilities (including state and municipal facilities) which are not on key facilities list or otherwise in item c, above, and facilities which are or may become engaged in manufacture of materials vital to national defense  
Disseminate locally to Army and other intelligence services if their interest is apparent.
- e. Individuals on inactive duty who are members of or hold commissions in reserve branches or National Guard  
Disseminate locally to appropriate military intelligence service.
- f. Seamen and subjects employed in maritime industry, including long-shoremen and water-front employees  
Disseminate locally to Coast Guard and, when circumstances dictate, to other interested intelligence agencies, including NISO.
- g. Employees of Federal Government within purview of Executive Order 10450  
No dissemination of reports in security of Government employees cases may be made in field. If, however, subject is employed in key facility, furnish copies of reports bearing dual character, "Security of Government Employees; Security Matter - C," to appropriate intelligence agencies of armed services. Instructions regarding dissemination to Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, appear in this section of this manual under individuals employed in or having access to key facilities - dissemination. Instructions regarding all phases of FBI responsibilities under Executive Order 10450 are in section 19, volume II, of this manual.
- h. Individuals who own property or reside in immediate vicinity of installation or other premises under cognizance of branch of armed services  
Disseminate locally to intelligence service of military branch involved.
- i. Airmen issued certificates by Federal Aviation Administration (FAA)  
FAA issues certificates to airmen, defined as persons in command or acting as [pilot,] mechanic, or member of crew in navigation of aircraft while under way; individuals directly in charge of inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in capacity of aircraft dispatcher or air-traffic control tower operator. Furnish to Bureau subversive data concerning such persons by report or LHM. In cover communication, recommend such data be furnished to FAA. Dissemination will be made only at Bureau. For additional instructions regarding dissemination to FAA, see Manual of Rules and Regulations, part II, section 5.

- (c) When all logical leads have been exhausted in case of missing important functionary, consider requesting Bureau authority to circularize all field offices with subject's photograph and background information.
- d. Individuals traveling abroad (Also see section 105G, volume IV, of this manual.)
- Set forth below are steps to be taken when information is received that subject in one of following categories intends to travel abroad or has already departed this country for foreign travel: subject of current security investigation, subject in priorities I and II of security index, past security subjects who may be in underground capacity, or subject concerning whom there is current information indicating need for foreign coverage.
- (1) Immediately advise Bureau by LHM available details concerning travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, name under which passport was issued, number of passport, and issuing office, if known. Include full description of subject and all aliases (in case of Chinese and Korean subjects, include Chinese telegraphic code or Korean telegraphic code numbers). Also include concise resume of available subversive data regarding subject. Do not delay advising Bureau of actual or intended travel while developing details of travel as time is of essence.
  - (2) Set out lead for WFO to check records of Passport Office, Department of State; but do not limit efforts to develop pertinent information to such check.
  - (3) Information concerning subject's proposed travel abroad, including information concerning subversive activities, is furnished Department of State, Central Intelligence Agency (CIA), and legal attaches. If travel is in area covered by legal attache, forward sufficient copies of LHM to enable dissemination of three copies to each legal attache involved. For each of these legal attaches, forward one photograph of subject, if available. If stops are to be placed with security services abroad, cover letter should so indicate. Set forth requests for investigation abroad on separate numbered page, captioned "Leads," at end of LHM. Request should not refer to legal attache or request investigation by particular agency abroad.
  - (4) Subsequent report in individual case should contain details regarding subject's travel. In nonsecurity index cases where LHMs are submitted, communication transmitting data regarding travel should indicate whether investigation is being initiated and, if not, why.
  - (5) Set forth below are steps to be taken when information is received that one of following is forming tour group for foreign travel: organization of investigative interest to Bureau or subject in one of categories described in first paragraph under item d above.
    - (a) Advise appropriate offices, under caption of tour group or organization, identities of individuals participating in tour, and furnish Bureau LHMs for State Department, CIA, and appropriate legal attaches. Include all readily available information pertaining to tour, such as itinerary, pertinent dates, names and addresses of participants, and thumbnail sketch of organization or individual sponsoring tour.
    - (b) Offices should immediately identify participants and submit LHMs on those in one of categories described in first paragraph under item d above. Refer to LHM previously prepared under caption of tour group or organization. Submit letter to Bureau under caption of tour group or organization listing individuals within territory participating in tour on whom there is no subversive information.

- (6) Advise Bureau promptly by LHM of subject's return from travel abroad. If such individual has traveled behind Iron Curtain, also furnish Bureau recommendations as to interview and state whether additional investigation is contemplated.
3. File reviews  
Check office indices and review files thoroughly for pertinent information showing background and subversive activity. Include information in initial report. After each check and review of files has been made, consolidate reference cards pertaining to subject in indices.
  4. Security informants  
Information developed through security informants is unsurpassed in value both for intelligence purposes and as admissible evidence.
  5. Physical surveillances  
Physical surveillances should be used when, in opinion of SAC, information of sufficient value might be obtained to justify their use in light of existing circumstances and available manpower.
    - a. When information is received that meetings of subversive organizations are to take place, physical surveillances should be considered to corroborate such information and identify participants.
    - b. Surveillances of individuals in leadership or underground capacities serve to identify others within movement.
    - c. Success of surveillances depends upon resourcefulness of Agents who must at all times exercise sound judgment and discretion. Be alert to observe activity of subject and countersurveillances which may be used to identify Agents and embarrass Bureau.
  6. Photographic surveillances  
Photographic evidence of meetings between individuals or which shows subjects entering or leaving meeting places of subversive organizations affords convincing and admissible evidence to establish subversive activities. Prior Bureau authority is needed for photographic surveillances of meetings and they must be properly correlated with other investigative techniques to obtain maximum evidence. Conceal equipment to avoid detection by subjects or other individuals in proximity of surveillance.
  7. Public sources  
Make use of all logical public sources of information. Obtain background and lineage data from birth records and local bureaus of vital statistics, credit agencies, state records, public utility records, and school records. [Credit check of individual should be limited to obtaining identifying information only (name, address, former address, employment, former employment).] Obtain and index as reference material publications of subversive organizations and records of state and Federal committees which have conducted hearings concerning subversive activities.
  8. Records of private firms  
Where pertinent information is available in records of private firms, such as past or present employers, insurance companies, and merchants, contact such firms provided it will not jeopardize investigation.
  9. Channelizing of information to case files  
Membership or activity in subversive organizations should be channelized to main case files of individuals involved. Mimeographed form FD-306 may be used provided it is limited to reporting attendance at meetings. When information from informants or surveillances is channelized to individual case files, it must be documented. Coordinate information received from informants and confidential sources with active investigation.
  10. Preservation of evidence  
Bear in mind necessity of obtaining admissible evidence.
    - a. Identify, preserve, and maintain continuity of evidence obtained for possible admission in Federal proceedings. Identify specifically as to source and date.
    - b. Notes or statements from informants necessary to refresh their recollection if called to testify must be in sufficient detail to serve this purpose and contain no material which would make their use inadvisable or inadmissible.
    - c. Informant's original notes or statements are not to be blocked, stamped, serialized, or mutilated in any way which would render them unsatisfactory for use in Federal proceedings.

- d. Above also applies to Agent's notes taken during surveillances or concerning evidence otherwise obtained.
11. Interviews with subjects of security investigations
- a. Policy
- No security investigation of an individual is to be closed unless subject is included in security index or consideration given to interview. Bureau will not authorize cancellation of security index card for inactivity until subject has been interviewed or Bureau advised why interview is inadvisable.
- b. Purpose
- (1) When investigation is inconclusive, to determine subject's sympathies and whether he continues to adhere to revolutionary doctrines
  - (2) To develop information concerning activities of subject and his associates in subversive movement
  - (3) To develop informants
- c. SAC authority
- Without Bureau authority SAC may:
- (1) Authorize interviews with individuals who have not been subjects of security investigations and available information does not warrant opening case
  - (2) Authorize interviews of subjects of security cases who have previously been interviewed with Bureau authority, provided no change has taken place in subject's status and interviews are conducted under same conditions as previously authorized
  - (3) Authorize interviews of subjects of closed security cases including persons who were on security index but were removed
  - (4) Authorize interviews of rank-and-file black extremists except as noted in section 122, volume IV, of this manual
- d. Procedures for interviews under SAC authority
- (1) If there is closed file, reopen it. If none, open case in 134 category to resolve whether subject is identical with information in files and determine his current employment and residence.
  - (2) Case Agent will prepare memorandum requesting SAC authority to conduct interview of subject to determine his attitude towards cooperation with FBI.
  - (3) During first contact Agent should identify himself, outline Bureau's responsibilities in security field, and request subject's assistance. If individual has been member of basic revolutionary organization and appears cooperative, he may be questioned about his own activities. However, this interview is for sole purpose of determining whether subject might be cooperative.
  - (4) If cooperative, advise Bureau and conduct background investigation under section 107, volume IV, of this manual. If uncooperative, prepare brief memorandum for file and close case. Letter to Bureau not necessary.
- e. Prior Bureau authority
- Prior Bureau authority required for:
- (1) Subjects of active current investigation where no prior Bureau authority has been obtained
  - (2) Closed cases on current security index subjects where no prior interview has been conducted
  - (3) Subjects of investigations requested by Bureau, both open and closed, such as applicant and loyalty cases
  - (4) Individuals when circumstances indicate delicate situation and greater than usual risk involved, such as labor leaders and individuals in educational, mass media, religious, or publishing fields. Bureau authority needed even though there were prior interviews.
  - (5) Security subjects who have publicly disclosed previous contacts
  - (6) Subjects of section A reserve index cards

In above cases, no report need be submitted when requesting Bureau authority to interview subject.



## f. Letter requesting Bureau authority for interview

(1) In absence of special circumstances, include following statement in first paragraph of letter.

(a.) Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If subject is cooperative, no affirmative steps will be taken during initial interview to direct his activities and complete background investigation required by section 107C of Manual of Instructions will be conducted and Bureau will be requested to authorize recontact with subject as PSI.

(b) Form FD-336 contains above statement and may be used. Statement in no way precludes interviewing Agents from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potential as informant.

(c) If available, letter must contain following information:

I. Residence address, occupation, employment, race, date and place of birth, citizenship, and status of health

II. Marital status. If married, occupation, employment, and race of spouse.

III. Length of time subject was member of or affiliated with subversive organization and positions held. When investigation is based on circumstances other than membership or affiliation with subversive organizations, briefly set forth facts.

IV. If married, state if spouse is or has been member of or affiliated with subversive groups, positions held, and period of such membership or affiliation.

V. Membership or affiliation of any other close relatives in subversive groups

VI. Information regarding defection, expulsion, inactivity, and present sympathies of subject and, if married, of spouse

VII. What is expected to be gained by interview

(d) In each letter, pertinent information, if available, regarding seven items listed must be set out under appropriate number but headings need not be restated. If no pertinent data is available regarding any item, so indicate after number.

(2) Letters must be personally approved by SAC.

(3) One copy of letter should only be first page of letter. When unnecessary to issue specific instructions, Bureau will approve request by stamping this page and returning by routing slip.

(4) When authorized, interview must be conducted within 45 days. If not possible, advise Bureau and indicate subject will be contacted within 45 days. If interview has not been conducted at end of second period, request new authority. Include any new information bearing upon advisability of interview.

## g. Preparation for and conduct of interview

(1) Preparation must be thorough and interview conducted so that Agents will not be compromised, Bureau will not be embarrassed, and informants will not be exposed. CPUSA has planned traps for Agents attempting interviews with members by installing recording machines in members' homes or endeavoring to have interview observed by concealed third party.

(2) Interviews should be conducted by two Agents. Agent experienced in security investigations who is knowledgeable regarding development of informants should conduct interrogation. Actual approach need not be made by both Agents; one Agent may observe from secure distance. (Two Agents should be physically present during interview or contact with known or suspected Nation of Islam members in all cases.) Background of subject and circumstances will determine how approach should be handled.

- i. Finances  
Special efforts must be made to locate and monitor bank accounts of organizations. Emphasis must be placed on determining if funds are being furnished organizations from foreign sources and if there is any rapport between the organizations and organizations in foreign countries.
- j. Support given to or received from CPUSA or other communist group  
Develop evidence showing support, financial or otherwise, given by organization to CPUSA or other communist group or received by organization from CPUSA or other communist group.
- k. Implementation of CPUSA line or that of other communist group  
Usually shown through comparison of programs and literature of organization with those of CPUSA or other communist group during any particular period.
- l. Accuracy of identifications  
Use extreme care to assure statements relating to affiliations or membership in subversive organizations are accurate in all respects. Show exact basis, plus corroboration wherever possible, for identification of suspected organizations or individuals with information of a possible subversive nature. Never refer to a person as a "known communist" unless he is publicly known as such.
- m. Specific requirements for CPUSA investigations  
Follow previously established reporting format. New York is responsible, in addition to reporting activities of New York District, for investigating and reporting separately on national committee meetings, national training schools, and other important national meetings.
- n. Socialist Workers Party (SWP) and other Marxist-Leninist or Trotskyite groups  
All offices submit semiannual reports and carry as pending inactive, except New York whose report on SWP activities on national basis should be designated pending. New York also submit report on local SWP activities. Indicate in cover pages whether all persons identified in report as members of SWP or as members of other Marxist-Leninist or Trotskyite groups who reside within area covered by reporting office are listed in security index, or are informants or sources. List any exception by name and show status of investigation and state whether name has been furnished Bureau for indexing.

Data concerning above topics can usually be secured through following sources: confidential informants, incorporation records, bank records, literature and publications of organization, newspapers, public meetings and rallies, confidential investigative techniques, various public records, panel sources, confidential sources and other sources of information, interviews with past or present CPUSA members, review of field office files, pretext interviews, surveillances, Agents attending mass meetings, etc.

- 4. Dissemination of information to Secret Service regarding plots against President  
On 2-3-65, an "Agreement Between the Federal Bureau of Investigation and the Secret Service Concerning Presidential Protection" was signed and became effective. This agreement is set out in its entirety in section 102, volume IV, of this manual. Agreement provides that FBI, in its investigations of organizations whose activities are inimical to welfare of U. S., will be alert to and promptly notify Secret Service of any information indicating plot against person of the President. It is responsibility of Secret Service to initiate necessary action to neutralize such plot.
- a. Be alert during investigation of organization for information indicating plot against person of President. Upon receipt, immediately furnish complete details to nearest office of Secret Service and appropriate local law enforcement agencies and advise Bureau by teletype, or telephone if facts warrant, of information furnished and fact it has been so disseminated. Attempt immediately to verify information, but do not attempt evaluation of information.

- b. Promptly prepare LHM, including complete details disseminated and identities of Secret Service officer and local law enforcement officers to whom given and date and time of notification. Promptly disseminate LHM locally to Secret Service and any other appropriate Government agency and furnish sufficient copies to Bureau for dissemination at SOG. Disseminate copies of all LHMs and reports concerning organization locally to Secret Service on continuing basis and furnish extra copies of such communications to Bureau for dissemination at SOG.
  - c. Determine identities of members of organization involved in plot. Background information concerning such individuals should be fully developed and included in communications disseminated to Secret Service.
5. Communist Influence in Racial Matters, Internal Security - C  
(code name "CIRM"). Bufile 100-442529. Office of origin: New York
- a. Submit quarterly reports, to reach Bureau by February 1, May 1, August 1, and November 1 on full extent of communist influence in racial matters. Include information on communist infiltration of Negro organizations and subversive individuals active in racial movement. Include this information even if it duplicates information in other reports. Offices with no information to report advise Bureau by letter.
  - b. Use three-part outline in report: (1) Communist Strategy, (2) Communist Tactics, and (3) Communist Penetration and Influence in Racial Organizations. Under strategy, include plans and line of CPUSA and other communist groups, such as SWP and Progressive Labor Party. Under tactics, describe communist direction, influence, and participation in demonstrations, disturbances, and other events with racial overtones. List events in chronological order with appropriate sub-headings. In part three, report influence of subversives in racial organizations.
6. Title and character.
- [Communications covering organizations and groups should carry the name of the organization and characters as set out below.
- a. Internal Security - Communist  
The use of this character will apply to:
    - (1) Communist basic revolutionary organizations (both pro-Soviet and pro-Chinese); for example, Communist Party, USA, and Progressive Labor Party.
    - (2) Communist front groups.
    - (3) Communist infiltrated groups.
  - b. Internal Security - Communist (Trotskyist)  
The use of this character will apply to:
    - (1) Trotskyist basic revolutionary organizations such as the Socialist Workers Party, Workers World Party, Young Socialist Alliance and Youth Against War and Fascism.
    - (2) Trotskyist fronts such as the Student Mobilization Committee.
  - c. Internal Security - New Left  
This will include all organizations affiliated with the New Left Movement except those which would be characterized as Communist or Trotskyist front and infiltrated groups.]

Where appropriate, include identity of particular district or field division; e.g.,

Communist Party, USA  
                     District  
                     Division  
 Internal Security - C

7. Classification - 100

- (5) Examples of organizational affiliation or nationalistic tendency
- |                               |     |
|-------------------------------|-----|
| American Socialist Clubs      | ASC |
| American Workers'             |     |
| Communist Party               | AWC |
| Black Nationalist             | BNT |
| Black Panther Party           | BPP |
| Communist Party, USA          | COM |
| Minutemen                     | MIN |
| Nation of Islam               | NOI |
| Nationalist groups            |     |
| advocating independence       |     |
| for Puerto Rico               | PRN |
| [New Left                     | NL] |
| Progressive Labor Party       | PLP |
| Proletarian Party of America  | PPA |
| Revolutionary Action Movement | RAM |
| Revolutionary Union           | RU  |
| Socialist Workers Party       | SWP |
| Spartacist League             | SPL |
| Student National Coordinating |     |
| Committee                     | SNC |
| Students for a Democratic     |     |
| Society                       | SDS |
| Workers World Party           | WWP |
| Bulgarian                     | BUL |
| Cuban                         | CUB |
| Czechoslovakian               | CZE |
| Hungarian                     | HUN |
| Romanian                      | ROM |
| Russian                       | RUS |
| Yugoslavian                   | YUG |
- (6) Priority designation
- |              |       |
|--------------|-------|
| Priority I   | P I   |
| Priority II  | P II  |
| Priority III | P III |
- (7) Top functionary designation (where applicable)
- |                 |    |
|-----------------|----|
| Top functionary | TF |
|-----------------|----|
- (8) Special section cards
- |                              |     |
|------------------------------|-----|
| Atomic energy program        |     |
| employees                    | AEP |
| Cuban special section        | CUB |
| Espionage subjects           | ESP |
| Foreign government employees | FGE |
| Pro-Tito subjects            | YUG |
| United Nations employees     | UNE |
| U. S. Government employees   | GOV |
- (9) Unavailable section cards
- |                |    |
|----------------|----|
| Missing        | MI |
| Out of country | OC |
| Imprisoned     | PR |
- (10) Date and place of birth
- (11) Key facility geographical reference number (obtained from Department of Defense Key Facilities List) and abbreviation denoting agency having security responsibility
- (12) Residence address
- (13) Employment address and any additional data deemed necessary to assist in locating subject in emergency. Labor union affiliation, if any.
- (14) Field office file number
- b. Data to appear on separate attached card
- (1) Place following data on separate card attached to reverse side of security index card being filed in geographical, special, or unavailable sections. Cards contain printed captions for recording descriptive data which can be augmented if necessary.

## SECTION 87. SECURITY INVESTIGATIONS

- (a) Complete description
  - (b) Notation that security index flash notice has been posted in Identification Division
  - (c) Photograph, with date taken. It is to be most current or best likeness of subject.
  - (d) Dangerous characteristics of subject, including notation if subject possesses firearms
  - (e) Other data which will assist in apprehension, such as directions to residence or employment when these are unusual, number of minor children and aged dependents
- (2) If descriptive data have not been obtained, case must be kept pending. Upon posting of security index flash notice, field will be furnished FBI number and fingerprint classification which should be affixed to reverse side of security index cards filed in geographical, special, and unavailable sections.
  - (3) Use FD-186 to report information for separate card attached to back of security index card. Case Agent should fill in form and forward to clerical employee designated to post information. Thereafter, file FD-186 in case file. FD-186 may be used to record information that subject has been physically observed and to note descriptive data.
6. Arrangement of security index
- a. At Bureau
 

Entire index is maintained on IBM tabulating cards. Security index cards are printed by automatic data processing and transmitted to field. An alphabetical breakdown of true names and all aliases of subjects is also maintained at Bureau for administrative purposes.
  - b. In field office
 

Active security index in each field office is maintained in four sections: geographical, alphabetical, unavailable, and special sections. [Complete set of each field office's Security Index is also maintained in Headquarters city in a state of readiness to be evacuated on a moment's notice in the same manner as geographical section with unavailable and special section cards filed in back.]

    - (1) Geographical section
 

After receipt of three security index cards from Bureau and after necessary data have been added to two cards, file one in geographical section of index (except special section and unavailable section cards) and one in duplicate set maintained away from headquarters city. Geographical section is broken down by residence address in accordance with needs of each office. Where logical, it should be broken down by state, county, city, and, if needed, into boroughs or suburbs and precincts. Cards are filed alphabetically under each geographical breakdown. Cards in this section will be withdrawn and used by Agents should apprehension of subjects become necessary.

Cards will show "unknown" residence for (a) subjects whose addresses are not known but prompt location within division is expected and (b) subjects whose location in another division is in process of verification. File these cards in breakdown designated "Verification Pending." With Bureau authority, offices covering large industrial areas may set up second geographical section and file cards by subjects' employment. Depending on time of day apprehensions are initiated, geographical-employment or geographical-residence section may be used.
    - (2) Alphabetical section
 

File duplicate card alphabetically in this section; there is no other breakdown. Alphabetical card is control card. If card is withdrawn from geographical section for apprehension, make notation on alphabetical card.

## b. Definition

Top functionary is individual who is on high-policy level in CPUSA, other subversive organizations, or unorganized groups, to whom it is necessary to give continuous investigative attention because of his importance. Term "top functionary" does not require that individuals actually hold official positions in organizations but is given broad construction to include others of equal importance because of their influence in movement itself, or their position and activities outside movement in labor, front, or similar organizations. Consider black nationalist extremists whose importance justifies continuous investigative attention.

## c. Manner of designation

Prior Bureau authority necessary to designate subject as top functionary. Top functionaries are to be in priority I and reports are submitted annually.

## d. Regulations governing handling of top functionaries

## (1) Designation and deletion of top functionary status

Handle by letter to Bureau containing brief statement of reason for designation or deletion.

## (2) Photographs

Obtain photographs for each top functionary. Send two copies (one for Secret Service) to Bureau, either by cover letter or as enclosure to report. Maintain copy in subject's file. If album of top functionary photographs maintained, keep duplicate in subject's file.

## (3) Handwriting specimens

Obtain suitable handwriting specimens of each top functionary. When possible, obtain specimens from public records, law enforcement agencies, and similar sources. Send specimens to Bureau under separate cover letter by registered mail for attention of FBI Laboratory. When they may be of value as evidence, so state in transmittal letter and request their return after copies have been made. Specimens should be sufficient to permit future comparisons by Laboratory.

## (4) Security index cards

Request preparation by FD-122 at earliest possible moment.

## (5) Change of office of origin

FD-128 changing office of origin on top functionary automatically deletes him as top functionary in old office and adds him as top functionary in new office.

## (6) [Deleted]

## e. Maintenance of list

Each office must maintain current list of top functionaries.

14. Correlation of other investigations with security index and reserve index
- Individuals investigated by Bureau under any classification against whom subversive information is developed must be considered for security index and/or reserve index. This includes espionage, foreign intelligence, applicant-type, and security of Government employees (SGE) investigations. When individual previously investigated under SGE classification is security index subject and is still employed by Federal Government or is being considered for Federal employment, use dual character of "Security of Government Employees" and character of security case in reports to insure routing to proper field and Bureau desks for supervision. Use standards prevailing for SGE reports. Disseminate these reports as any other security report. Advise representatives of other agencies requesting reports of SGE investigation to direct request to their headquarters for referral to Bureau.

## H. REPORTS ON INDIVIDUALS

## 1. General

Cases of all security index subjects must be reopened for preparation of reports following schedule below. Critically analyze each case in light of security index criteria each time it is reopened and brought up to date.

## 2. Schedule of submission of reports

- a. Priority I - annually
- b. Priority II - annually
- c. Priority III - initial report must be summary. Subsequent information may be furnished by LHM. Each office is responsible to insure all pertinent developments are furnished Bureau.

## 3. Origin

Office covering territory in which subject's subversive activities occur

## 4. Classification

- a. 100 - for individuals affiliated with basic revolutionary and front organizations of Marxist ideology
- b. 105 - for member of Puerto Rican nationalist groups or others having foreign nationalistic tendencies
- c. 157 - Nation of Islam and other black nationalist subjects

## 5. Title

Only one subject shall be carried in title of each report. Separate reports must be submitted for each subject regardless of relationship; i.e., husband and wife, father and son, etc.

## 6. Character

- [a. The designation "Security Matter" (SM where appropriate) is to be set out in all instances. Use organizational affiliation where the organization of the subject is a current or continuing investigation or where a Bureau-approved thumbnail sketch exists. Examples:

Security Matter - C (Communist)

Security Matter - SWP

(Socialist Workers  
Party)

Security Matter - SMC

(Student Mobilization  
Committee)

- b. Every effort is to be made to use a meaningful organizational affiliation or nationalistic tendency designation; however, where this cannot be done, the following designations are to be adhered to in submitting to the Bureau:

- (1) Security Matter - Subversive (Where activity of subject is primarily protest in nature and is related to demonstrations and other efforts to disrupt or destroy Government operations in line with espousal or support of a philosophy which advocates overthrow of the Government by any means possible, including force and violence, and/or a demonstrated propensity for violence to achieve the same objective or to deny others their rights under the Constitution.)

- (2) Security Matter - New Left (Where activity of subject is primarily violence, extremist, student and/or communal-existence oriented and relates to demonstrations and other efforts to disrupt or destroy Government operations in line with espousal or support of a philosophy which advocates overthrow of the Government by any means possible, including force and violence, and/or a demonstrated propensity for violence to achieve the same objective or to deny others their rights under the Constitution.)]

## 7. Status

Carry cases as pending until all active investigation has been conducted. Thereafter, status shall be as follows:

## a. Top functionaries

Pending inactive. Submit reports annually. Place case in pending-active status 45 days prior to date report due.

## b. Key facility cases

Pending inactive. See instructions under individuals employed in or having access to key facilities.

## c. Other security index subjects

## (1) Closed

- (a) Follow by administrative tickler to insure submission of periodic reports according to priority designation. If, following investigation, no subversive data is developed and information consists only of verification of residence and employment and negative contacts with sources, submit FD-400 in lieu of report setting forth identities of informants and sources contacted and any pertinent administrative data. Also submit FD-305 properly executed. Open case 45 days prior to date report due.



## [C. INVESTIGATION OF COMMUNIST INFILTRATION OF LABOR UNIONS

1. Purpose of investigation
  - a. To obtain complete picture of control communists have over vital industry in U. S.
  - b. To develop data concerning extent of communist control over important trade unions
  - c. To develop evidence necessary to establish under provisions of Communist Control Act of 1954 that a labor union is communist infiltrated at time Attorney General files petition
  - d. To determine identity of each important communist in labor movement
2. Policy
  - a. Prior Bureau authority required to conduct active investigation. Bureau will advise field of unions being considered under Communist Control Act of 1954. Give continuous, thorough, and expeditious attention because of limited period (three years) pertinent evidence is admissible under statutory limits in act.
  - b. Ascertain availability and willingness to testify of all possible witnesses for benefit of Department in considering cases for presentation to Subversive Activities Control Board. Current informants and confidential sources should be described as currently furnishing information to FBI and not as unavailable. Department must be furnished brief statement on background and any known factors affecting credibility of all other witnesses, including discontinued informants. Investigative techniques not available for use in court may be described as unavailable.
  - c. Investigation is limited to activities of individuals acting in furtherance or apparent furtherance of communist program. Goal is complete picture of extent of communist infiltration and domination.
  - d. Labor union as such is not subject of investigation. Title of all communications must clearly show communist infiltration is subject of investigation. FBI is not interested in employer-employee relationships or legitimate union activities.
  - e. Prior Bureau authority required to conduct interview with any officer or official of labor union during investigation of communist infiltration unless officer or official is established reliable source or confidential informant.
  - f. Prepare brief history of union, including origin, constitution, bylaws, and organizational structure. Office of origin is responsible for coverage of officers and personnel of national or international office. Auxiliary offices responsible for coverage of international representatives, organizers, and regional, district, council, and local officers active within their territories.
3. Title

Title of all communications should clearly show that communist infiltration of union involved is subject of investigation, not the union itself; e.g.,

"Communist Infiltration of  
United Electrical Workers of  
America"
4. Classification - 100
5. Character - Internal Security - C

## D. INVESTIGATIONS OF INDIVIDUALS - POLICY AND OBJECTIVES

## 1. Definitions

Following organizations are [examples of] "basic revolutionary organizations."

- a. Communist Party, USA
- b. Socialist Workers Party
- c. Progressive Labor Party
- d. Proletarian Party of America
- e. Nationalist Party of Puerto Rico
- f. [Revolutionary Union]

Black nationalist extremists and members of Puerto Rican nationalist groups and Puerto Rican subversive proindependence groups, although technically not members of basic revolutionary organizations, should be investigated under same rules. (See section 122, volume IV, of this manual.)

## 2. FBI responsibility

To conduct thorough investigations into background and activities of all persons in U. S. and Puerto Rico who are dangerous or potentially dangerous to internal security. Each SAC is responsible for investigation of persons in his area who, because of membership or affiliation with basic revolutionary organizations or other Marxist revolutionary organizations including splinter groups, may be potentially dangerous.

## 3. Purposes of investigation

## a. Determination of dangerousness

To determine identity, whereabouts, and activities of all individuals in U. S. and Puerto Rico who, because of their membership in, activity in, or association with one or more revolutionary groups or related groups, are dangerous or potentially dangerous to internal security; collection of sufficient information concerning their subversive activities to justify apprehension in national emergency.

## b. Determination of violations of Federal statutes

To determine identity, whereabouts, and activities of all individuals who have been or may be violating laws of U. S.

(1) Direct investigation to obtain admissible evidence to establish violation.

(2) Be alert for violation of Federal statutes relating to espionage, sabotage, and sedition.

## 4. Individuals to be investigated

Exercise sound judgment and discretion in evaluating importance and dangerousness of individuals or affiliates. Investigate activities of any individual falling within one or more of following categories who does not come within restrictions on investigations listed under 87D, item 5, below:

## a. Membership in basic revolutionary organizations subsequent to 1-1-49

## b. Espousing line of revolutionary movements

Espousal encompasses wide variety and range of activities. Actual membership in basic revolutionary organization is not prerequisite. Espousal may be expressed by membership or active participation in subversive front groups. Open investigation in every instance in which subject is actively engaged in affairs of subversive front organization in leadership capacity or by active participation in furtherance of aims and purposes of front organizations. Do not open on mere membership in front organization unless there is past membership at any time in basic revolutionary organization or other subversive derogatory information.

## c. Special training

(1) Training in subversive movement abroad

(2) Leadership training in basic revolutionary organization

## d. Military service

(1) Service in Abraham Lincoln Brigade; membership in basic revolutionary organization not prerequisite

(2) Service in military forces of any country, including U. S. armed forces, whenever individual has ever been member of basic revolutionary organization

## d. Cases referred by military

Military intelligence agencies often refer cases for security investigations under Delimitations Agreement in which security-type fraud violations are involved. If subversive information does not warrant full security investigation but does indicate possible fraud violation, advise interested agency that FBI's investigation will be directed toward proving possible violation of law and that any background investigation contemplated by it pursuant to its administrative responsibilities will not interfere with FBI investigation. Advise agency pertinent information developed will be furnished and request agency to do likewise. Immediately initiate security matter - fraud against the Government investigation. If subversive information warrants full security investigation and also indicates fraud violation, advise interested agency that Bureau is initiating full security investigation in conjunction with investigation of possible violation of law and results will be furnished. Conduct expedite investigation to determine subject's dangerousness and whether a fraud violation is involved.

## 7. Submission of subversive derogatory information on individuals

- a. Offices covering national or local headquarters of various subversive groups should promptly furnish Bureau names and identifying data regarding persons affiliated with such groups, to include basic revolutionary organizations, fascist-type organizations, black extremist organizations, and front groups of these. Furnish Bureau such information by letter and, where appropriate, indicate that list of names is being furnished for Bureau indexing purposes.
- b. Information from all sources should be reviewed to insure Bureau has been furnished lists of all individuals affiliated with organizations enumerated in item a. Include information concerning a number of individuals in one letter if possible. Set out sufficient identifying data to facilitate check of Bureau files.
- c. Offices obtaining information regarding subversive affiliation of individuals residing outside their territories should promptly advise offices covering such persons' addresses.
- d. Names of subscribers to Communist Party nominating petitions and names appearing on subscription lists of subversive organizations should be indexed in field office covering address shown for subscriber but should not be forwarded to Bureau for indexing.
- e. Important subversive information concerning any individual and any new subversive information concerning an individual of importance should be furnished Bureau expeditiously.
- f. Subversive and/or derogatory information coming to attention of field office through name check or otherwise on employee of executive branch of Government, which information is within purview of EO 10450, should be forwarded promptly to Bureau for dissemination to Civil Service Commission. Such information relating to other employees of Government or employees of United Nations and other public international organizations should be furnished Bureau immediately.

## E. INVESTIGATION OF INDIVIDUALS - INVESTIGATIVE PROCEDURES AND TECHNIQUES

## 1. General

All pertinent information concerning subject's background and subversive activity must be fully developed and reported to assure accurate evaluation of his dangerousness. Use discretion to prevent subjects from becoming unnecessarily aware of investigation.

Members of law enforcement agencies are not to accompany Agents in security investigations without prior Bureau authority.

## 2. Scope of investigations

Following should be obtained:

## a. Background

- (1) True name and aliases
- (2) Residence address
- (3) Occupation or business and employment address
- (4) Citizenship status, including date and place of birth and pertinent data concerning naturalization of aliens
- (5) Family background  
If possible, ascertain from sources contacted and report date and place of birth of subject's parents and spouse and parents of spouse. Do not conduct investigation solely for this information.
- (6) Military record  
Determine if subject has served in U. S. armed forces; time, place, and circumstances of such service; type of discharge received; and any membership in veterans' organizations. If subject served in armed forces of any foreign government, determine pertinent facts.
- (7) Close relatives  
Determine whether subject has any close relatives in U. S. armed forces or in other positions of trust and confidence, whether public or private, relating to national defense.
- (8) Identification record
  - (a) Be alert for identification record showing arrests and/or civil data. Check local police records.
  - (b) When subject is approved for security index, submit FD-165 to check records of Identification Division and to post flash notice if fingerprints on file. FD-165 will be returned if positive identification cannot be made with fingerprints on file. Office of origin is responsible for resolving identification when record has been furnished by Identification Division as possibly identical. If positive identification cannot be made, it is not necessary to communicate further with Identification Division.
  - (c) When office of origin is changed for security index or reserve index A subject after flash notice has been placed, form FD-128 (changing origin) should so indicate. Send extra copy of FD-128 to Identification Division so its records will show new office of origin.
  - (d) [On those individuals who are Security Index subjects on whom no fingerprints are on file with the Identification Division, a Security Flash Notice (FD-165) should be submitted periodically on a staggered basis and at different intervals. Priority I, Security Index, subject requests should be submitted every six months commencing with the submission of an annual report and every six months thereafter. In the case of Priority II and Priority III, Security Index, subjects, requests should be submitted on an annual basis in conjunction with the submission of the annual report or annual verification of residence and employment. This periodic requirement is satisfied upon notification by the Identification Division of a fingerprint record on the subject and the placing of a stop against such record or upon the removal of a subject from the Security Index.]

- [
- [(e)] Cancel security flash notice when subject dies or is no longer of security interest.
  - (9) Physical description
    - (a) Obtain and report detailed physical description.
    - (b) Each subject should be personally observed whenever complete security investigation is conducted. Such direct observation is mandatory for all security index subjects; however, do not delay submission of form FD-122 (recommending subject for security index) when it has not been possible to observe subject. Keep case open until personal observation accomplished. When subject is outside U. S. or Puerto Rico, this requirement may be followed administratively until subject is personally observed upon his return to this country.

- (5) [Examples of]organizational affiliation or nationalistic tendency
- |                               |     |
|-------------------------------|-----|
| American Socialist Clubs      | ASC |
| American Workers'             |     |
| Communist Party               | AWC |
| Anarchist                     | ANA |
| Black Nationalist             | BNT |
| Black Panther Party           | BPP |
| Communist Party, USA          | COM |
| Minutemen                     | MIN |
| Nation of Islam               | NOI |
| Nationalist groups            |     |
| advocating independence       |     |
| for Puerto Rico               | PRN |
| Progressive Labor Party       | PLP |
| Proletarian Party of America  | PPA |
| Revolutionary Action Movement | RAM |
| [Revolutionary Union          | RU] |
| Socialist Workers Party       | SWP |
| Spartacist League             | SPL |
| Student National Coordinating |     |
| Committee                     | SNC |
| Students for a Democratic     |     |
| Society                       | SDS |
| Workers World Party           | WWP |
| Bulgarian                     | BUL |
| Cuban                         | CUB |
| Czechoslovakian               | CZE |
| Hungarian                     | HUN |
| Romanian                      | ROM |
| Russian                       | RUS |
| Yugoslavian                   | YUG |
- (6) Priority designation
- |              |       |
|--------------|-------|
| Priority I   | P I   |
| Priority II  | P II  |
| Priority III | P III |
- (7) Top functionary designation (where applicable)
- |                 |    |
|-----------------|----|
| Top functionary | TF |
|-----------------|----|
- (8) Special section cards
- |                              |     |
|------------------------------|-----|
| Atomic energy program        |     |
| employees                    | AEP |
| Cuban special section        | CUB |
| Espionage subjects           | ESP |
| Foreign government employees | FGE |
| Pro-Tito subjects            | YUG |
| United Nations employees     | UNE |
| U. S. Government employees   | GOV |
- (9) Unavailable section cards
- |                |    |
|----------------|----|
| Missing        | MI |
| Out of country | OC |
| Imprisoned     | PR |
- (10) Date and place of birth
- (11) Key facility geographical reference number (obtained from Department of Defense Key Facilities List) and abbreviation denoting agency having security responsibility
- (12) Residence address
- (13) Employment address and any additional data deemed necessary to assist in locating subject in emergency. Labor union affiliation, if any.
- (14) Field office file number
- b. Data to appear on separate attached card
- (1) Place following data on separate card attached to reverse side of security index card being filed in geographical, special, or unavailable sections. Cards contain printed captions for recording descriptive data which can be augmented if necessary.

- (a) Complete description
  - (b) Notation that security index flash notice has been posted in Identification Division
  - (c) Photograph, with dato taken. It is to be most current or best likeness of subject.
  - (d) Dangerous characteristics of subject, including notation if subject possesses firearms
  - (e) Other data which will assist in apprehension, such as directions to residence or employment when these are unusual, number of minor children and aged dependents
- (2) If descriptive data have not been obtained, case must be kept pending. Upon posting of security index flash notice, field will be furnished FBI number and fingerprint classification which should be affixed to reverse side of security index cards filed in geographical, special, and unavailable sections.
  - (3) Use FD-186 to report information for separate card attached to back of security index card. Case Agent should fill in form and forward to clerical employee designated to post information. Thereafter, file FD-186 in case file. FD-186 may be used to record information that subject has been physically observed and to note descriptive data.
6. Arrangement of security index
- a. At Bureau
 

Entire index is maintained on IBM tabulating cards. Security index cards are printed by automatic data processing and transmitted to field. An alphabetical breakdown of true names and all aliases of subjects is also maintained at Bureau for administrative purposes.
  - b. In field office
 

Active security index in each field office is maintained in four sections: geographical, alphabetical, unavailable, and special sections. Complete set of each field office's security index is also maintained away from headquarters city in same manner as geographical section with unavailable and special section cards filed in back.

    - (1) Geographical section
 

After receipt of three security index cards from Bureau and after necessary data have been added to two cards, file one in geographical section of index (except special section and unavailable section cards) and one in duplicate set maintained away from headquarters city. Geographical section is broken down by residence address in accordance with needs of each office. Where logical, it should be broken down by state, county, city, and, if needed, into boroughs or suburbs and precincts. Cards are filed alphabetically under each geographical breakdown. Cards in this section will be withdrawn and used by Agents should apprehension of subjects become necessary.

Cards will show "unknown" residence for (a) subjects whose addresses are not known but prompt location within division is expected and (b) subjects whose location in another division is in process of verification. File these cards in breakdown designated "Verification Pending." With Bureau authority, offices covering large industrial areas may set up second geographical section and file cards by subjects' employment. Depending on time of day apprehensions are initiated, geographical-employment or geographical-residence section may be used.
    - (2) Alphabetical section
 

File duplicate card alphabetically in this section; there is no other breakdown. Alphabetical card is control card. If card is withdrawn from geographical section for apprehension, make notation on alphabetical card.

- (4) In all instances there must be clear showing, by overt acts or statements or other evidence, that there has been continuing sympathy for aims and objectives of Cuban Government since 10-1-60. Citizenship status must be clearly established.

c. Pro-Cuban activity

All individuals in security index under basic criteria (item 3a, above) should be tabbed "Pro-Cuban" if by their activities and sympathies they warrant special consideration in event of limited emergency involving Cuba and U. S. This tabbing includes Cubans and non-Cubans who have engaged in activities in support of Cuban Government or pro-Castro groups. For this tabbing, submit FD-122 to Bureau with notation "Pro-Cuban" typed opposite words "Miscellaneous (specify)." Attach page containing concise summary of facts supporting recommendation. Security index cards sent to field on such subjects contain letter "C" on left side of card at beginning of second line. These cards are not kept in "Cuban" special section but are tabbed with metal tabs.

d. Evaluating interviews for security index status

- (1) Positive statement to interviewing Agents clearly indicating adherence to doctrines, aims, or purposes of revolutionary organization or front organization shall be considered overt act.
- (2) Other than above, interviews are not factors in making determination as to security index; e.g., lack of cooperation or partial cooperation are not factors.

e. Effect of resort to fifth amendment

Department has advised resort to fifth amendment by witness appearing before governmental body should be considered overt act within security index criteria (1) when subject was asked directly concerning present membership in subversive organization and (2) when question calls for response as to past membership in organization in those cases in which available information would seem to bring subject within criteria except for overt act within required period.

f. Activity in Nation of Islam and other black nationalist extremist groups

Department has advised Nation of Islam constitutes potentially dangerous instrumentality in event of national emergency; statements and activities of individuals in Nation of Islam indicating anarchist and revolutionary beliefs should be considered in making judgment as to whether or not member should be in security index. Give particular attention to developing and reporting such statements, including violent and revolutionary statements made by other members in subject's presence. Statements should be reported in detail. Apply these instructions to other black nationalist extremist groups.

4. Recommendations for and preparation of security index cards

- a. SAC must personally recommend inclusion in and removal of any name from security index except in offices having more than 1,000 security index subjects, where recommendations can be made by SAC, ASAC, or Bureau-approved security supervisor.
- b. Where potential dangerousness of subject has been established, office of origin is to [prepare] recommendation to Bureau on form FD-122; in triplicate. Forward original and copy to Bureau, and place copy in subject's file. Nothing should appear on FD-122 which is not in subject's file. FD-122 has [three] uses: (1) to recommend subject for security index, (2) to submit changes for existing cards, [and (3) to recommend subject be deleted from Security Index.] Submit abstract when recommending subject for security index but no abstract for changes [on the security index card.]
- c. When FD-122 is submitted to recommend subject for security index, attach additional page or pages setting out succinct summary of facts on which recommendation based. Facts must be in sufficient detail to support recommendation, including justification for designated priority level for apprehension. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must show pertinent data of subject's activities.



- d. If, at conclusion of investigation, subject is not being recommended for security index, set out brief summary statement in appropriate closing communication showing reasons.
  - e. Current summary report must be submitted to Bureau when subject is being recommended for security index. If case is pending because of outstanding leads, set out additional lead to follow authorization of security index card by Bureau and, if approved, to disseminate copy of report to Secret Service. If case would otherwise be closed, place in pending-inactive status with lead to follow authorization by Bureau and, if approved, disseminate copy of report to Secret Service and then close case administratively.
  - f. Recommendations for security index should not be delayed because of absence of background or descriptive data. Submit recommendation with current report and retain in pending status to obtain missing items.
  - g. Subjects missing or out of country may be recommended for security index. FD-122 should include data required for unavailable section.
  - h. When FD-122 is submitted recommending subject of Chinese extraction, include words "Other - Chinese" under race. When recommending person not of Chinese extraction but who has definite sympathies for Communist China, include under "Miscellaneous" following statement: "sympathetic to Communist China."
  - i. If Bureau approves recommendation, security index cards will be prepared. Copy of FD-122 will be returned stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." These cards should be filed in security index as outlined below. Place returned copy of FD-122 in subject's main file. (Offices with geographical breakdown by residence and employment will receive extra card.)
  - j. When cards are received from Bureau, check data for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards which are stapled to back of two security index cards. File one of these cards in geographical section (except special section and unavailable section cards). [With the exception of Honolulu and Washington Field Offices,] file other in duplicate security index maintained [in headquarters city in a state of readiness to be evacuated on a moment's notice.] Third security index card is filed in alphabetical section.
5. Content and appearance of security index card
- a. Data to appear on face of card
 

When complete, face of security index card should contain following information. If any items are missing, case should be continued pending to obtain necessary information. Set forth under each item are possible categories in which subject may be classified and code letters which should be placed in appropriate space on FD-122. Code letters should appear on security index cards received from Bureau.

    - (1) Name and aliases
 

Full and correct name and aliases of subject
    - (2) Race
 

White and Caucasian	W
Negro	N
Chinese	C
Others	O

(All others, including Orientals (except Chinese), American Indians, etc.)
    - (3) Sex
 

Male	M
Female	F
    - (4) Citizenship
 

Native born	NB
Naturalized	NA
Alien	AL

(If unknown, space should be left blank, but status should be ascertained and submitted by FD-122.)

- (7) New office of origin is to review pertinent material received with FD-128 and information in its files to determine if additional investigation is warranted. If not, advise Bureau by letter case is being closed.
- (8) Upon receipt of FD-128, office covering new address is origin and should place office file number on security index cards and file them in its security index.
- (9) Upon receipt of new cards from Bureau with copy of FD-128, new office is to transfer information from reverse side of old geographical cards to two new cards, appropriately file new cards, and destroy old cards.
- b. Top functionaries  
Above-described mechanics of transferring cases also apply to top functionaries. Additional procedures in this category are:
  - (1) Notification to Bureau of deletion of subject as top functionary in old office of origin is handled by designation in space provided on FD-128 that subject was top functionary.
  - (2) Upon receipt of FD-128, new office of origin shall automatically designate subject top functionary and keep case pending. After investigation is completed and summary report has been submitted by old office, case may be placed in pending-inactive status. Within three months, new office is to conduct investigation, submit report, and advise Bureau concerning continued designation as top functionary.
- c. Subjects tabbed for priority  
Security index card shall continue to be tabbed for priority apprehension in new office of origin until that office determines that priority designation is not warranted under provisions set forth below.
- d. Subjects not included in security index
  - (1) Transfer office of origin by FD-128 only upon verification by another office of subject's presence in that division. Enclose copies of all investigative reports and other pertinent serials to new office of origin.
  - (2) New office of origin is to investigate or advise Bureau case closed if no action warranted.
10. Cancellation and removal of cards from active security index  
SAC must personally recommend removal of any name from security index except in offices having more than 1,000 security index subjects where recommendations may be made by SAC, ASAC, or Bureau-approved security supervisor.
  - a. Death of subject  
Destroy card and advise Bureau by LHM.
  - b. Permanent departure  
Upon learning of subject's departure from U. S. or Puerto Rico for foreign country, immediately ascertain conditions of departure for foreign country. No security index card shall be cancelled by reason of such departure unless subject is alien who has permanently departed and whose departure has been verified. If U. S. citizen who has been out of country has renounced his citizenship and taken citizenship of foreign country, security index card may be cancelled only after it has been determined he does not intend to return to U. S.
  - c. Imprisonment of subject  
Do not cancel security index cards because subject imprisoned, regardless of length of time he will be incarcerated. Place cards in unavailable section and handle as set forth under imprisoned subjects above.
  - d. Induction of subject into armed forces  
Place security index cards in inactive section and follow procedure set forth above under inactive section.
  - e. Security informants  
Security index card may be destroyed upon receipt of Bureau authority to designate person security informant. In requesting Bureau authority to designate individual as security informant, call attention to security index card and recommend cancellation.

- f. Subject no longer dangerous or potentially dangerous  
Frequently information is received or investigation develops that subject is no longer threat to internal security by reason of physical condition, defection, or expulsion from subversive movement. Such defection may be shown by lack of activity and obvious disinterest over extended period or declaration of opposition to principles of subversive movement.

When there is sufficient information regarding subject's present sympathies to conclude he should no longer be considered dangerous, request authority for interview or advise Bureau why subject should not be interviewed. Bureau will not cancel security index card without consideration being given to interview. If, upon interview, subject proves cooperative, advise Bureau by letter and recommend cancellation.

[In all cases the recommendation for removal from the security index should be made by FD-122 with attached succinct summary of facts on which the recommendation is based. Submit abstract with FD-122 used to recommend removal from security index.]

- g. Subjects removed from security index solely upon basis of application of security index criteria, with no affirmative indication of defection

With passage of time, limits specified in security index criteria will operate to remove subjects even though there is no affirmative indication of defection. When recommending such removal, consider if facts warrant inclusion of subject in section A of reserve index. Following procedures are for subjects not being recommended for inclusion in section A of reserve index:

- (1) When subjects are removed from security index solely on basis of application of criteria, retain security index cards bearing descriptive matter on reverse sides; i.e., cards previously filed in geographical, special, or unavailable sections. Destroy cards previously filed in alphabetical section. Those offices maintaining two sets of geographical cards should retain only one card.
- (2) Mark "cancelled" across face of each card retained and file in reserve index, section B.
- (3) Above instructions do not apply to individuals removed from security index based upon activity in Nation of Islam. Their cards should be destroyed.

# 11. Priority apprehension program

## a. Purpose

Some security index subjects, because of their training, violent tendencies, or prominence in subversive activity, would be more inclined or more capable of committing acts against U. S. in time of national emergency than others. Such subjects must be immobilized in least possible time. Individuals in security index tabbed priority I, and possibly priority II, would be arrested first in event of limited but grave emergency, probably without arrest of other subjects. In all-out emergency, consideration for apprehension will be given to all subjects. Decision as to priority of apprehension should be based on subject's subversive activities and revolutionary tendencies.

## b. Priority tabbing

- (1) Each security index subject should be considered for priority I tabbing who falls within following categories:
  - (a) All top functionaries
  - (b) All individuals considered to be hard-core national and state leaders of basic revolutionary organizations and leaders of other subversive organizations and unorganized groups and individuals who have indicated propensity for violence and/or have received special training in sabotage, espionage, and/or guerrilla warfare, or have engaged in underground operations
  - (c) Individuals employed in or having access to key facilities

- (b) Priority III cases must be opened for verification of residence and employment on annual basis. Review case file for any necessary action including re-evaluation of subject's status, or possible redesignation as priority I or II.

When pertinent information is submitted to Bureau for dissemination, FD-305 and FD-376 should accompany cover communication.

- d. Subjects recommended for security index
- (1) Pending inactive  
If all active investigation completed at time FD-122 forwarded to Bureau, set forth lead to follow for security index approval and dissemination of report to Secret Service.
  - (2) Closed  
After security index approved and dissemination to Secret Service, follow by administrative tickler for periodic report.
- e. Subject not being recommended for index  
Closed - prior to closing, comply with instructions pertaining to interviews.

8. Content

- a. Include following and handle under topical headings where appropriate.
- (1) Background
    - (a) Birth data
    - (b) Citizenship status
    - (c) Education
    - (d) Marital status
    - (e) Military service record (domestic or foreign, including type of discharge, citations, etc.)
    - (f) Identification record
    - (g) Employment
    - (h) Residence
    - (i) Status of health (if known)
  - (2) Connections with Communist Party, other basic revolutionary groups, front groups, black nationalist extremist groups, and/or other subversive organizations or unorganized groups
    - (a) Information concerning admission into revolutionary group, including sponsors, etc.
    - (b) History of activity in, attendance at meetings of, and positions held in subversive movement
  - (3) Revolutionary statements by subject
    - (a) Determine each statement and full details surrounding it.
    - (b) Determine all statements showing adherence to principles of Marxism-Leninism or other revolutionary doctrines.
  - (4) Other activities indicating furtherance of program of subversive organizations
    - (a) Speeches and writings
    - (b) Organizational directives and/or educational outlines signed by or issued by subject, or issued while subject was officer of organization
    - (c) Pertinent contacts between subject and leaders of organizations
    - (d) Details concerning subject's attendance or connection with subversive training schools
  - (5) False statements made by subjects, including aliases  
Evidence may be obtained from passports, tax returns, and voting, marital, employment, and selective service records.
  - (6) Miscellaneous  
Pertinent items not falling under above categories
- b. Reports on individuals should be confined to:
- (1) Proof of membership and activity in basic revolutionary organizations, front organizations, and/or other organizations or unorganized groups

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- (2) Position and importance of subject in subversive movement
  - (3) Pertinent background information
- Include only information pertinent to determining whether or not subject is engaged in subversive activities. Set out date or period to which it pertains; e.g., John Doe advised on January 15, 1970, that subject attended CP meetings in January, 1965, in Syracuse, New York.

## c. Summarizing information

- (1) When prior summary reports are not suitable for dissemination, include all pertinent information in current summary report with sources fully protected.
- (2) Repetitious and cumulative items may be limited to representative number with each item set forth fully documented. Number of items will depend upon preponderance of other information showing dangerousness of subject. Base selection on need to report sufficient data to justify continued detention of subject if apprehended.
- (3) When selection of representative number of items is made, follow with summary statement that source advised during specified period of time subject also attended certain number of other meetings. (Set out file number and serial range in documenting such statements.)
- (4) Where there is extensive activity in subversive organizations, it is permissible to use narrative statements without exact dates of activity; however, show period of time involved and inclusive dates of informant reports. Do not use this type reporting in Smith Act of 1940 or ISA-50 cases. Summary statements must be statements of facts and not conclusions. Information from different sources must be reported separately.
- (5) Above instructions do not lessen responsibility for reporting all pertinent items.

## 9. Administrative data - cover pages

## a. General

References to following administrative items should be in cover pages accompanying reports:

- (1) Reserve index, security index, file numbers and titles of other cases, priority apprehension program, top functionary status, security index flash notices (FD-165), FD-122, FD-128, and non-investigative information
- (2) [In all security index cases, FD-305, appropriately filled out, shall be the last page of cover pages to annual reports and the last page of cover communications to LHMs submitted in lieu of annual reports.]

## b. Documentation of reports

- (1) Complete documentation of all reports is required. This also applies to LHMs submitted in priority III cases.
- (2) If information necessary for complete documentation is not in subject's file, review other office files, as needed. If not obtainable, so state in cover pages.
- (3) Do not conduct extensive investigation to locate sources who previously furnished background information for purposes of documentation or to obtain documentary evidence of background information. For example, if previous investigation revealed subject, according to reliable records, such as birth, school, or Immigration and Naturalization records, was born at certain place on certain date, report it without further verification.

- (c) When all logical leads have been exhausted in case of missing important functionary, consider requesting Bureau authority to circulate all field offices with subject's photograph and background information.
- d. Individuals traveling abroad (Also see section 105G, volume IV, of this manual.)
- Set forth below are steps to be taken when information is received that subject in one of following categories intends to travel abroad or has already departed this country for foreign travel: subject of current security investigation, subject in priorities I and II of security index, past security subjects who may be in underground capacity, or subject concerning whom there is current information indicating need for foreign coverage.
- (1) Immediately advise Bureau by LHM available details concerning travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, name under which passport was issued, number of passport, and issuing office, if known. Include full description of subject and all aliases (in case of Chinese and Korean subjects, include Chinese telegraphic code or Korean telegraphic code numbers). Also include concise resume of available subversive data regarding subject. Do not delay advising Bureau of actual or intended travel while developing details of travel as time is of essence.
  - (2) Set out lead for WFO to check records of Passport Office, Department of State; but do not limit efforts to develop pertinent information to such check.
  - (3) Information concerning subject's proposed travel abroad, including information concerning subversive activities, is furnished Department of State, Central Intelligence Agency (CIA), and legal attaches. If travel is in area covered by legal attache, forward sufficient copies of LHM to enable dissemination of three copies to each legal attache involved. For each of these legal attaches, forward one photograph of subject, if available. If stops are to be placed with security services abroad, cover letter should so indicate. Set forth requests for investigation abroad on separate numbered page, captioned "Leads," at end of LHM. Request should not refer to legal attache or request investigation by particular agency abroad.
  - (4) Subsequent report in individual case should contain details regarding subject's travel. In nonsecurity index cases where LHMs are submitted, communication transmitting data regarding travel should indicate whether investigation is being initiated and, if not, why.
  - (5) Set forth below are steps to be taken when information is received that one of following is forming tour group for foreign travel: organization of investigative interest to Bureau or subject in one of categories described in first paragraph under item d above.
    - (a) Advise appropriate offices, under caption of tour group or organization, identities of individuals participating in tour, and furnish Bureau LHMs for State Department, CIA, and appropriate legal attaches. Include all readily available information pertaining to tour, such as itinerary, pertinent dates, names and addresses of participants, and thumbnail sketch of organization or individual sponsoring tour.
    - (b) Offices should immediately identify participants and submit LHMs on those in one of categories described in first paragraph under item d above. Refer to LHM previously prepared under caption of tour group or organization. Submit letter to Bureau under caption of tour group or organization listing individuals within territory participating in tour on whom there is no subversive information.

- (6) Advise Bureau promptly by LHM of subject's return from travel abroad. If such individual has traveled behind Iron Curtain, also furnish Bureau recommendations as to interview and state whether additional investigation is contemplated.
3. File reviews  
Check office indices and review files thoroughly for pertinent information showing background and subversive activity. Include information in initial report. After each check and review of files has been made, consolidate reference cards pertaining to subject in indices.
  4. Security informants  
Information developed through security informants is unsurpassed in value both for intelligence purposes and as admissible evidence.
  5. Physical surveillances  
Physical surveillances should be used when, in opinion of SAC, information of sufficient value might be obtained to justify their use in light of existing circumstances and available manpower.
    - a. When information is received that meetings of subversive organizations are to take place, physical surveillances should be considered to corroborate such information and identify participants.
    - b. Surveillances of individuals in leadership or underground capacities serve to identify others within movement.
    - c. Success of surveillances depends upon resourcefulness of Agents who must at all times exercise sound judgment and discretion. Be alert to observe activity of subject and countersurveillances which may be used to identify Agents and embarrass Bureau.
  6. Photographic surveillances  
Photographic evidence of meetings between individuals or which shows subjects entering or leaving meeting places of subversive organizations affords convincing and admissible evidence to establish subversive activities. Prior Bureau authority is needed for photographic surveillances of meetings and they must be properly correlated with other investigative techniques to obtain maximum evidence. Conceal equipment to avoid detection by subjects or other individuals in proximity of surveillance.
  7. Public sources  
Make use of all logical public sources of information. Obtain background and lineage data from birth records and local bureaus of vital statistics, credit agencies, state records, public utility records, and school records. Obtain and index as reference material publications of subversive organizations and records of state and Federal committees which have conducted hearings concerning subversive activities.
  8. Records of private firms  
Where pertinent information is available in records of private firms, such as past or present employers, insurance companies, and merchants, contact such firms provided it will not jeopardize investigation.
  9. Channelizing of information to case files  
Membership or activity in subversive organizations should be channelized to main case files of individuals involved. Mimeographed form FD-306 may be used provided it is limited to reporting attendance at meetings. When information from informants or surveillances is channelized to individual case files, it must be documented. Coordinate information received from informants and confidential sources with active investigation.
  10. Preservation of evidence  
Bear in mind necessity of obtaining admissible evidence.
    - a. Identify, preserve, and maintain continuity of evidence obtained for possible admission in Federal proceedings. Identify specifically as to source and date.
    - b. Notes or statements from informants necessary to refresh their recollection if called to testify must be in sufficient detail to serve this purpose and contain no material which would make their use inadvisable or inadmissible.
    - c. Informant's original notes or statements are not to be blocked, stamped, serialized, or mutilated in any way which would render them unsatisfactory for use in Federal proceedings.
    - d. Above also applies to Agent's notes taken during surveillances or concerning evidence otherwise obtained.

- (4) In all instances there must be clear showing, by overt acts or statements or other evidence, that there has been continuing sympathy for aims and objectives of Cuban Government since 10-1-60. Citizenship status must be clearly established.
- c. Pro-Cuban activity  
All individuals in security index under basic criteria (item 3a, above) should be tabbed "Pro-Cuban" if by their activities and sympathies they warrant special consideration in event of limited emergency involving Cuba and U. S. This tabbing includes Cubans and non-Cubans who have engaged in activities in support of Cuban Government or pro-Castro groups. For this tabbing, submit FD-122 to Bureau with notation "Pro-Cuban" typed opposite words "Miscellaneous (specify)." Attach page containing concise summary of facts supporting recommendation. Security index cards sent to field on such subjects contain letter "C" on left side of card at beginning of second line. These cards are not kept in "Cuban" special section but are tabbed with metal tabs.
- d. Evaluating interviews for security index status  
(1) Positive statement to interviewing Agents clearly indicating adherence to doctrines, aims, or purposes of revolutionary organization or front organization shall be considered overt act.  
(2) Other than above, interviews are not factors in making determination as to security index; e.g., lack of cooperation or partial cooperation are not factors.
- e. Effect of resort to fifth amendment  
Department has advised resort to fifth amendment by witness appearing before governmental body should be considered overt act within security index criteria (1) when subject was asked directly concerning present membership in subversive organization and (2) when question calls for response as to past membership in organization in those cases in which available information would seem to bring subject within criteria except for overt act within required period.
- f. Activity in Nation of Islam and other black nationalist extremist groups  
Department has advised Nation of Islam constitutes potentially dangerous instrumentality in event of national emergency; statements and activities of individuals in Nation of Islam indicating anarchist and revolutionary beliefs should be considered in making judgment as to whether or not member should be in security index. Give particular attention to developing and reporting such statements, including violent and revolutionary statements made by other members in subject's presence. Statements should be reported in detail. Apply these instructions to other black nationalist extremist groups.
4. Recommendations for and preparation of security index cards  
a. SAC must personally recommend inclusion in and removal of any name from security index except in offices having more than 1,000 security index subjects, where recommendations can be made by SAC, ASAC, or Bureau-approved security supervisor.  
b. Where potential dangerousness of subject has been established, office of origin is to submit recommendation to Bureau on form FD-122, in triplicate. Forward original and copy to Bureau, and place copy in subject's file. Nothing should appear on FD-122 which is not in subject's file. FD-122 has two uses: (1) to recommend subject for security index and (2) to submit changes for existing cards. Submit abstract when recommending subject for security index but no abstract for additions, deletions, or changes.  
c. When FD-122 is submitted to recommend subject for security index, attach additional page or pages setting out succinct summary of facts on which recommendation based. Facts must be in sufficient detail to support recommendation, including justification for designated priority level for apprehension. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must show pertinent data of subject's activities.



- d. If, at conclusion of investigation, subject is not being recommended for security index, set out brief summary statement in appropriate closing communication showing reasons.
  - e. Current summary report must be submitted to Bureau when subject is being recommended for security index. If case is pending because of outstanding leads, set out additional lead to follow authorization of security index card by Bureau and, if approved, to disseminate copy of report to Secret Service. If case would otherwise be closed, place in pending-inactive status with lead to follow authorization by Bureau and, if approved, disseminate copy of report to Secret Service and then close case administratively.
  - f. Recommendations for security index should not be delayed because of absence of background or descriptive data. Submit recommendation with current report and retain in pending status to obtain missing items.
  - g. Subjects missing or out of country may be recommended for security index. FD-122 should include data required for unavailable section.
  - h. When FD-122 is submitted recommending subject of Chinese extraction, include words "Other - Chinese" under race. When recommending person not of Chinese extraction but who has definite sympathies for Communist China, include under "Miscellaneous" following statement: "sympathetic to Communist China."
  - i. If Bureau approves recommendation, security index cards will be prepared. Copy of FD-122 will be returned stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." These cards should be filed in security index as outlined below. Place returned copy of FD-122 in subject's main file. (Offices with geographical breakdown by residence and employment will receive extra card.)
  - j. When cards are received from Bureau, check data for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards which are stapled to back of two security index cards. File one of these cards in geographical section (except special section and unavailable section cards). [With the exception of Honolulu and Washington Field Offices,] file other in duplicate security index maintained [in headquarters city in a state of readiness to be evacuated on a moment's notice.] Third security index card is filed in alphabetical section.
5. Content and appearance of security index card
- a. Data to appear on face of card
 

When complete, face of security index card should contain following information. If any items are missing, case should be continued pending to obtain necessary information. Set forth under each item are possible categories in which subject may be classified and code letters which should be placed in appropriate space on FD-122. Code letters should appear on security index cards received from Bureau.

    - (1) Name and aliases
 

Full and correct name and aliases of subject
    - (2) Race
 

White and Caucasian	W
Negro	N
Chinese	C
Others	O

(All others, including Orientals (except Chinese), American Indians, etc.)
    - (3) Sex
 

Male	M
Female	F
    - (4) Citizenship
 

Native born	NB
Naturalized	NA
Alien	AL

(If unknown, space should be left blank, but status should be ascertained and submitted by FD-122.)

- (4) Office preparing summary report may include information originally obtained by another office but may not have necessary documentation. If office preparing report has copies of documents obtained by another office and identity of source, date of activity, date received, and receiving Agent are known, it is not necessary to obtain file number of original. Pertinent documentation, other than file number, should be obtained from auxiliary office.
  - (5) When report includes references to known subversives who have associated with subject, identify source of characterization in cover pages without further documentation.
  - (6) When it is necessary to obtain thumbnail sketch, place in thumbnail sketch file so it will be readily available for future use.
10. Channelizing memoranda - destruction of  
Channelizing memoranda may be destroyed following submission of reports. Copies of informant's statements designated for 100 classification files of informants may be destroyed when one year old. (See instructions for destruction of channelizing memoranda in Manual of Rules and Regulations, part II, section 3D, item 8.)

#### I. DISSEMINATION OF DATA DEVELOPED IN SECURITY INVESTIGATIONS

##### 1. Policy

Proper utilization of information received is foremost among Bureau's responsibilities. Information obtained during investigations should be forwarded to other interested agencies in executive branch unless there are compelling reasons not to do so. Delimitations Agreement and Presidential directives provide for dissemination to other agencies which have present or potential interest information relating to espionage, sabotage, subversive activities, and related matters.

##### 2. Bureau requirements

Because all conceivable situations cannot be anticipated, data below pertains to representative situations which occur frequently. Basic rule is that security information must be furnished promptly to interested agencies in executive branch. Term "interested agency" must be interpreted in light of reason and common sense. Bring any unusual situations to Bureau's attention promptly for consideration.

Considerations affecting national defense in Alaska, Hawaii, and Puerto Rico necessitate broadest possible construction to requirements for dissemination to intelligence services in those areas. See Manual of Rules and Regulations, part II, section 5, pertaining to Bureau's overall responsibilities, policies, and exceptions in dissemination.

##### a. Members of armed forces

Delimitations Agreement between FBI and armed forces intelligence agencies (see section 102B, volume IV, of this manual) requires each agency to exchange freely and directly with other subscribing agencies all information of mutual interest. Any information developed concerning members of military services must be referred immediately to appropriate military branch having primary responsibility, even though allegations have not been fully resolved or verified. Specifically point out in such instances that information has not been verified. When it is determined security subject is member of armed services, discontinue investigation immediately, advise Bureau, and disseminate pertinent reports locally to appropriate intelligence agency. Dissemination regarding military personnel is not confined to subjects of security investigations but extends to any subversive data developed against member of armed services during FBI investigations. If member of armed forces has been in contact with security subject or any individual or group with security implications, immediately advise appropriate local intelligence service, even though security aspects of contact have not been resolved. Point out in such instances that information is unverified and transmit any additional developments immediately.

Determine during security investigations whether subjects have any close relatives in armed forces. Promptly call such associations to attention of appropriate military intelligence services, together with pertinent data, including reports, on subjects involved. Evaluation of these associations lies entirely within province of military intelligence services, but Bureau must disseminate this information immediately upon receipt. Advise Bureau by letter concerning any subversive contacts or information developed concerning military personnel, including statement as to local dissemination and enclosing LHM setting out subversive data.

- b. Aliens and naturalized citizens  
Furnish information concerning aliens and naturalized citizens which might have bearing on their deportation or [denaturalization] to Immigration and Naturalization Service (INS). If in doubt, disseminate.
- c. Employees of or persons having regular access to key facilities or employees of plants having contracts with military services  
See instructions in this section concerning individuals employed in or having access to key facilities.
- d. Employees of public utilities (including state and municipal facilities) which are not on key facilities list or otherwise in item c, above, and facilities which are or may become engaged in manufacture of materials vital to national defense  
Disseminate locally to Army and other intelligence services if their interest is apparent.
- e. Individuals on inactive duty who are members of or hold commissions in reserve branches or National Guard  
Disseminate locally to appropriate military intelligence service.
- f. Seamen and subjects employed in maritime industry, including long-shoremen and water-front employees  
Disseminate locally to Coast Guard and, when circumstances dictate, to other interested intelligence agencies, including NISO.
- g. Employees of Federal Government within purview of Executive Order 10450  
No dissemination of reports in security of Government employees cases may be made in field. If, however, subject is employed in key facility, furnish copies of reports bearing dual character, "Security of Government Employees; Security Matter - C," to appropriate intelligence agencies of armed services. Instructions regarding dissemination to Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, appear in this section of this manual under individuals employed in or having access to key facilities - dissemination. Instructions regarding all phases of FBI responsibilities under Executive Order 10450 are in section 19, volume II, of this manual.
- h. Individuals who own property or reside in immediate vicinity of installation or other premises under cognizance of branch of armed services  
Disseminate locally to intelligence service of military branch involved.
- i. Airmen issued certificates by Federal Aviation Administration (FAA)  
FAA issues certificates to airmen, defined as persons in command or acting as [pilot,] mechanic, or member of crew in navigation of aircraft while under way; individuals directly in charge of inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in capacity of aircraft dispatcher or air-traffic control tower operator. Furnish to Bureau subversive data concerning such persons by report or LHM. In cover communication, recommend such data be furnished to FAA. Dissemination will be made only at Bureau. For additional instructions regarding dissemination to FAA, see Manual of Rules and Regulations, part II, section 5.

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## [A. STATUTES

[ There are four principal statutes to consider in security investigations:  
[ Public Law 733 as implemented by Executive Order (EO) 10450, Smith Act of  
[ 1940, Internal Security Act of 1950 (ISA-50), and Communist Control Act of  
[ 1954. On occasion, other statutes may be applicable, such as seditious  
[ conspiracy, treason, fraud against Government, and Registration Act.

## [ 1. Public Law 733 as implemented by EO 10450

[ President, by Executive Order 10450, dated 4-27-53, established govern-  
[ ment-wide employee security program, based on authority and approach set  
[ forth by Congress in Public Law 733, enacted on 8-26-50.

[ Section 8(a) of EO 10450 provides that investigations conducted pursuant  
[ to this order shall be designed to develop information as to whether em-  
[ ployment or retention in employment in Federal service of person being  
[ investigated is clearly consistent with interests of national security.  
[ Such information relates, among other things, to following:

[ "Membership in, or affiliation or sympathetic association with,  
[ any foreign or domestic organization, association, movement,  
[ group, or combination of persons which is totalitarian, Fascist,  
[ communist, or subversive, or which has adopted, or shows, a  
[ policy of advocating or approving the commission of acts of  
[ force or violence to deny other persons their rights under the  
[ Constitution of the United States, or which seeks to alter the  
[ form of government of the United States by unconstitutional  
[ means."

[ Attorney General's part of employee security program consists of making  
[ full field investigations through FBI; maintaining list of totalitarian,  
[ fascist, communist, or subversive organizations; and giving agencies  
[ advice in establishing and maintaining their security programs.

[ 2. Smith Act of 1940 (Title 18, USC, § 2385). Advocating overthrow of Govern-  
[ ment

[ Smith Act prohibits knowingly advocating or teaching overthrow of Govern-  
[ ment by force or violence; publishing or circulating written or printed  
[ material with intent to cause such overthrow; attempting to organize  
[ group of persons who teach, advocate, or encourage such overthrow; and  
[ conspiring to commit these offenses. Penalty for conviction carries fine  
[ of not more than \$20,000 and/or imprisonment for not more than 20 years  
[ and shall be ineligible for employment by U. S. or any department or  
[ agency thereof for five years next following his conviction. Decisions  
[ by Supreme Court on 6-7-57 and 6-5-61 established new evidentiary stand-  
[ ards, such as proof of incitement to action, which must be met by Govern-  
[ ment in future prosecutions under this act.

## [ 3. Internal Security Act of 1950 (Title 50, USC, §§ 781-816)

[ Internal Security Act of 1950 (ISA-50) became effective 9-23-50. It gen-  
[ erally provides for registration of communist-action and communist front  
[ organizations; amends obstruction of justice statute; implements espionage  
[ and sabotage statutes and various immigration and naturalization regula-  
[ tions; prohibits contributing to establishment of totalitarian dictator-  
[ ship; and provides for detention of individuals in case of national  
[ emergency. Act was amended 1-2-68 to delete requirement that communist  
[ organizations and their members register with Attorney General, a pro-  
[ cedure ruled unconstitutional by Supreme Court because it violated con-  
[ stitutional rights against self-incrimination. This manual section is  
[ limited to ISA-50 provisions pertaining to communist-action organizations,  
[ communist front organizations, contributing to establishment of total-  
[ itarian dictatorship, and detention of individuals in case of emergency.

## a. Communist-action organizations

## (1) Definition (§ 782)

Term "communist-action organization" means any organization in U. S. (other than diplomatic representative or mission of foreign government accredited by Department of State) which is substantially directed, dominated, or controlled by foreign government or foreign organization controlling world communist movement (referred to in section 781) and which operates primarily to advance objectives of world communist movement.

## (2) Factors to be considered by Subversive Activities Control Board (SACB) in determining whether organization is communist-action organization (§ 792)

SACB considers relationship of organization under review to foreign organization or foreign government described in above definition in regard to policies, activities, accountability, training received, financial support, concealment of foreign direction, and allegiance of its principal leaders to such foreign government or foreign organization.

## b. Communist front organizations

## (1) Definition (§ 782)

Term "communist front organization" means any organization in U. S. (other than communist-action organization) which (a) is substantially directed, dominated, or controlled by communist-action organization or (b) is substantially directed, dominated, or controlled by one or more members of communist-action organization, and (c) is primarily operated for purpose of giving aid and support to communist-action organization, communist foreign government, or world communist movement.

## (2) Factors to be considered by SACB in determining whether organization is communist front organization (§ 792)

SACB considers extent to which organization is managed and financed by any communist-action organization, communist foreign government, or world communist movement. SACB also considers extent to which organization's policies are similar to and extent it promotes objectives of any communist-action organization, communist foreign government, or world communist movement.

## c. How proceedings are instituted (§ 792)

When Attorney General has reason to believe any organization is communist-action or communist front organization, he files petition with SACB (and serves upon organization copy thereof) for determination that such is true by hearing before SACB.

## d. Findings of Board and publication of same (§ 792)

If, after hearing, SACB finds (1) that organization is communist-action or communist front organization, it makes report in writing of its findings and causes to be served on such organization an order determining organization to be communist-action or communist front organization.

Findings of SACB are published in Federal Register and this publication is notice to all persons that such orders have become final; records of SACB concerning such hearings shall be available to public.

## e. Employment of members; contributions of funds, services, or advice by Government personnel (§ 784)

When there is in effect final order of SACB determining any organization to be communist-action or communist front organization, it shall be unlawful

- (1) For any member of such organization with knowledge or notice of such final order: (a) to conceal or fail to disclose that he is a member of such organization in seeking, accepting, or holding any nonelective office or employment under U. S.; (b) to hold any nonelective office or employment under U. S.; (c) to conceal or fail to disclose that he is member of such organization in seeking, accepting, or holding employment in any defense facility; or (d) to hold office or employment with any labor organization, as defined in section 2 (5) of National Labor Relations Act, as amended, or to represent any employer in any matter or proceeding arising or pending under that act.
- (2) For any officer or employee of U. S. or of any defense facility, with knowledge or notice of such final order of SACB: (a) to contribute funds or services to such organization; or (b) to advise, counsel, or urge any person, with knowledge or notice that such person is member of such organization, to perform or omit to perform, any act if such act or omission would constitute violation of any provision of paragraph (1) above.
- f. Use of mail and instrumentalities of interstate or foreign commerce (§ 789)  
Act requires any person acting for or on behalf of any organization for which there is in effect final order of SACB determining it to be communist-action or communist front organization to label properly all publications transmitted through mail or by any means or instrumentality of interstate or foreign commerce.
- g. Emergency detention provisions (§§ 811-826)  
Detention provisions include establishment of program for arrests of certain individuals, hearings after arrests, and right to judicial review in event of "internal security emergency." Criminal provisions make it unlawful in connection with detention provisions to resist arrest, knowingly disregard or evade apprehension, escape from confinement, or conspire with others to escape from confinement or detention. Violations also cover aiding or assisting in commission of violations mentioned above and willful interference with activities of any members or agent of review board set up under detention provisions.
- h. Contributing to establishment of totalitarian dictatorship (§ 783)  
ISA-50 provides that it shall be unlawful for any person knowingly to combine, conspire, or agree with any other person to perform any act which would substantially contribute to establishment within U. S. of a totalitarian dictatorship, direction and control of which is to be vested in, or exercised by, or under domination or control of any foreign government, foreign organization, or foreign individual. Maximum penalty is \$10,000 or 10 years, or both, and thereafter be ineligible to hold any office or place of honor, profit, or trust created by Constitution or laws of U. S. Statute of limitations is 10 years, except statute will not run on officer or employee of U. S. until after his employment has ceased.
4. Communist Control Act of 1954  
Act is divided into three measures: (a) termination of rights, privileges, and immunities formerly enjoyed by CPUSA and subsidiary organizations; (b) determination of membership in CPUSA and other subversive organizations; and (c) amendment of ISA-50, bringing within its purview communist-infiltrated organizations. This manual section is limited to provisions pertaining to communist-infiltrated organizations (Title 50, USC, § 782).
- a. Definition of communist-infiltrated organization  
Term "communist-infiltrated organization" means any organization in U. S. (other than communist-action or communist front organization) which (1) is substantially directed, dominated, or controlled by individual or individuals who are, or who within three years have been, actively engaged in giving aid or support to communist-action organization, communist foreign government, or world communist movement, and (2) is serving, or within last three years has served, as means for (a) giving aid or support to any such organization, government, or

movement, or (b) impairment of military strength of U. S. or its industrial capacity to furnish logistical support required by its armed forces. Provided, however, that any labor organization which is affiliate in good standing of national federation or other labor organizations whose policies and activities have been directed to opposing communist organizations, communist foreign government, or world communist movement shall be presumed prima facie not to be communist-infiltrated organization.

- b. Proceedings when Attorney General has reason to believe organization is communist infiltrated

He may file petition with SACB and serve copy on communist-infiltrated organization. He may join more than one organization as respondents to his petition. Hearings will then be conducted by SACB on evidence presented by Attorney General. SACB is empowered to make finding that organization is or is not communist-infiltrated, and within six months after an unfavorable determination organization may petition for a new determination.

SACB is also authorized to notify National Labor Relations Board (NLRB) of its findings and to publish findings in Federal Register. NLRB has power to deny organizations found to be communist infiltrated representation before it, and upon petition of twenty per cent of membership of communist-infiltrated labor union to NLRB, that body may nullify rights of union to represent its members and call for election to determine new bargaining representative.

- c. Factors to be considered by SACB in determining whether organization is communist infiltrated (§ 792a)

SACB shall consider following:

- (1) To what extent, if any, effective management of affairs of organization is conducted by one or more individuals who are, or within three years have been, (a) members, agents, or representatives of any communist organization, any communist foreign government, or the world communist movement with knowledge of nature and purpose thereof; or (b) engaged in giving aid or support to any such organization, government, or movement with knowledge of nature and purpose
- (2) To what extent, if any, policies of such organization are, or within three years have been, formulated and carried out pursuant to direction or advice of any member, agent, or representative of any such organization, government, or movement
- (3) To what extent, if any, personnel and resources of such organization are, or within three years have been, used to further or promote objectives of any such communist organization, government, or movement
- (4) To what extent, if any, such organization within three years has received from, or furnished to or for use of, any such communist organization, government, or movement any funds or other material assistance
- (5) To what extent, if any, such organization is, or within three years has been, affiliated in any way with any such communist organization, government, or movement
- (6) To what extent, if any, affiliation of such organization, or any individual or individuals who are members thereof, or who manage its affairs, with any such communist organization, government, or movement is concealed from or is not disclosed to the membership
- (7) To what extent, if any, such organization or any of its managers or members are, or within three years have been, knowingly engaged (a) in any conduct punishable under § 783 or § 794 or under chapter 37, 105, or 115 of Title 18; or (b) with intent to impair military strength of U. S. or its industrial capacity to furnish logistical or other support required by its armed forces, in any activity resulting in or contributing to any such impairment

## 5. Other statutes

Following statutes should also be considered in security investigations.

- a. Fraud against Government (Title 18, USC, § 1001)  
This section includes possible fraud against Government violations through concealments or falsifications relating to subversive information. Violation must be presented to Department instead of local USAs for prosecutive opinion. They ordinarily involve execution of U. S. Government forms. Common violators are employees of private concerns having Government contracts who execute Government forms required for clearance for access to classified information. (See section 47, volume II, of this manual.)
- b. Private correspondence with foreign governments (Title 18, USC, § 953)  
Prohibits U. S. citizen from corresponding, without U. S. authority, with foreign government to influence conduct of that government in relation to any disputes or controversies with U. S. or to defeat measures of U. S.
- c. Rebellion or insurrection (Title 18, USC, § 2383)  
Whoever incites, sets on foot, assists, or engages in any rebellion or insurrection against authority of U. S. or its laws shall be fined not more than \$10,000 or imprisoned not more than ten years, or both; and shall be incapable of holding any office under U. S.
- d. Sedition (Title 18, USC, §§ 2387, 2389, and 2391)  
These sections penalize attempts to undermine loyalty, discipline, or morale of U. S. armed forces. (See section 88, volume III, of this manual.)
- e. Seditious conspiracy (Title 18, USC, § 2384)  
If two or more persons in any state or territory, or in any place subject to jurisdiction of U. S., conspire to overthrow, put down, or to destroy by force Government of U. S., or to levy war against them, or to oppose by force authority thereof, or by force to prevent, hinder, or delay execution of any law of U. S., or by force to seize, take, or possess any property of U. S. contrary to authority thereof, they shall each be fined not more than \$20,000 or imprisoned not more than twenty years, or both.
- f. Recruiting for service against U. S. (Title 18, USC, § 2389)  
Whoever recruits soldiers or sailors within U. S., or in any place subject to its jurisdiction, to engage in armed hostility against the same; or whoever opens within U. S., or any place subject to its jurisdiction, a recruiting station for enlistment of soldiers and sailors to serve in any manner in armed hostilities against U. S. shall be fined not more than \$1,000 or imprisoned not more than five years, or both.
- g. Immigration and Nationality Act of 1952, as amended by Expatriation Act of 1954  
The 1952 act provides that national of U. S., whether by birth or naturalization, shall automatically lose his nationality if he is convicted of: (1) committing any act of treason against U. S., or (2) attempting to overthrow by force U. S. Government, or (3) bearing arms against U. S. Offenses committed subsequent to 12-24-52 where conviction is obtained make defendant subject to expatriation. Expatriation Act of 1954 provides for expatriation when subject is convicted for one of following offenses subsequent to 9-3-54: (1) violating or conspiring to violate Title 18, USC, § 2383 (inciting rebellion or insurrection against U. S.); or (2) willfully performing any act in violation of Title 18, USC, § 2385 (Smith Act of 1940); or (3) violating Title 18, USC, § 2384, by engaging in conspiracy to overthrow, put down, or destroy by force U. S. Government; or (4) levying war against U. S.

B. INVESTIGATION OF COMMUNIST PARTY, USA; SOCIALIST WORKERS PARTY; OTHER MARXIST REVOLUTIONARY-TYPE ORGANIZATIONS; FRONT GROUPS; NEW LEFT AND MISCELLANEOUS ORGANIZATIONS

1. Purposes of investigation

- a. To obtain legally admissible evidence for prosecution under existing Federal statutes
- b. To obtain sufficient pertinent data to determine organization's character and permit implementation of EO 10450
- c. To obtain intelligence data in order to have day-to-day appraisal of strength, dangerousness, and activities of organization; and to keep Department and other interested Government agencies advised

Specific objectives should include:

- a. Development of confidential informants at all levels of organization
- b. Coverage of all important ramifications of organization's activities
- c. Development of admissible evidence against organization's officials for violation of Federal laws

2. Policy

a. General

- (1) By Presidential directive 9-6-39, and subsequent restatements, FBI is charged with responsibility for coordinating all information regarding U. S. internal security.
- (2) FBI employees should not discuss communist or related investigations with any unauthorized individuals. This subject is not to be discussed in speeches of Bureau employees without specific authorization. However, mimeographed material, including speeches, testimony, and magazine articles prepared by Director, may be furnished without discussion to individuals interested.
- (3) Investigations must be conducted in most discreet and thorough manner. Members of law enforcement agencies are not to accompany Agents during security investigations without Bureau authority.
- (4) Established sources and informants who are students or employees at institution of learning, but who are not reporting on any campus activities or any matter pertaining to educational institution, may be contacted without Bureau authority. These contacts must be made away from campus.
- (5) No photographic surveillances are to be conducted in security cases without specific Bureau authority and then only when essential to protect Bureau's interest in internal security cases by supplementing informant coverage. In request for Bureau authority for photographic surveillance, outline manner in which it will be conducted and supervised.

b. Established subversive groups

- (1) Keep Bureau currently advised by appropriate communication, and later incorporate in reports, all pertinent activities, including any changes in principal officers, structure of organization, and forthcoming events.
- (2) If no specific leads outstanding, case may be placed in pending-inactive status after submission of initial report.
- (3) Submit reports semiannually unless advised otherwise in individual cases.

c. Newly formed known or suspected subversive organizations, including those affiliated with new left movement

- (1) When information is received concerning formation of group, immediately open case and advise Bureau.
- (2) Conduct sufficient inquiry through established sources to determine character of group.
  - (a) If further investigation warranted, submit report and thereafter submit reports semiannually unless advised otherwise in individual cases.
  - (b) If further investigation not warranted, furnish Bureau results of preliminary inquiry and reasons for this determination by letter. Incorporate any pertinent information in form suitable for dissemination.

- d. Political organizations
  - (1) Obtain Bureau approval to institute investigation.
  - (2) Furnish all pertinent information re communist infiltration, influence, or control of organization to Bureau by letter.
- e. Organizations connected with institutions of learning
  - (1) Conduct no investigation without prior Bureau approval.
  - (2) In request for Bureau approval, submit all available data and reason investigation is necessary.
  - (3) If Bureau authority granted, it is permissible to contact all established reliable sources, including those in administrative capacity with institution of learning.
  - (4) Complete justification must be submitted and Bureau authority obtained before conducting interview with student, graduate student, or professor connected with institution of learning.
- f. Legitimate noncommunist organizations which are communist infiltrated
  - (1) Conduct no investigation without prior Bureau approval.
  - (2) Investigations should be handled most discreetly by experienced Agents.
  - (3) Advise Bureau promptly under caption "Cominfil (name of organization)" when one of following exists and include recommendation for instituting investigation:
    - (a) Communist Party, USA (CPUSA) or other communist organization has specifically instructed its members to infiltrate organization.
    - (b) CPUSA members or members of other communist groups have infiltrated organization in sufficient strength to influence or control organization.
  - (4) When advising Bureau, include following:
    - (a) Name and address of organization
    - (b) Extent of communist infiltration
    - (c) Identities of CPUSA members or members of other communist groups and positions held in organization
    - (d) List of informants who hold positions, are members, or report on organization
    - (e) Recommendation as to additional investigation

Above instructions apply to local chapters or affiliates, as well as national organization. Break down information required under items (c) and (d) above by local chapters where they exist.

- (5) No informant or source should be instructed by FBI to join or attend meetings. If CPUSA or other communist organization asks informant to do so, he should comply.
- (6) No member of organization not already established source should be contacted regarding organization. This does not preclude pretext interviews where advisable.
- (7) Include in first paragraph of details of report basis for investigation and statement it is directed solely toward establishing extent of infiltration or that organization is specific target for infiltration, and that Bureau is not investigating legitimate activities of organization.
- (8) Develop fully and include following in report:
  - (a) Address of organization
  - (b) Brief characterization of organization, including total membership
  - (c) Principal officers of organization
  - (d) Pertinent information showing communist objective is to infiltrate organization and influence its policy. Results of infiltration efforts, including communist affiliations of officers and members.
- (9) Caption of all correspondence should contain "Communist Infiltration" preceding name of organization.
- (10) If organization becomes completely dominated and controlled by CPUSA or other communist group, submit recommendation to Bureau to drop "Communist Infiltration" from title and investigate as communist front.

3. Investigative procedures re subversive organizations, new left groups, suspected subversive organizations, and communist fronts

Develop fully and report on following topics, where applicable:

- a. Origin and scope
 

Date of formation. Circumstances under which founded. Identify individual or individuals responsible for organizing group. Identify all chapters and give their locations.
- b. Whether incorporated
 

Determine if organization has filed incorporation papers with appropriate state officials.
- c. Aims and purposes
 

Determine whether organization advocates violence, resistance, and unlawful activity.
- d. Location of headquarters
- e. Officers
 

List principal officers, including board of directors, and give appropriate characterization of each showing subversive affiliation.
- f. Membership
  - (1) General
 

Ascertain estimated membership. Whenever possible, secure membership lists, mailing lists, or other records showing affiliation with organization. Secure accurate description of all lists to eliminate confusion as to exact identity or significance of any list.
  - (2) CPUSA
 

Details of semiannual reports are not to contain membership statistics. Following instructions are for cover pages.

    - (a) Cover pages must contain latest statistics on total CPUSA members in district. Set forth on separate page or pages. Offices covering district headquarters should submit following figures: for entire district, for individual states, or portion of state covered by district. Auxiliary offices which have been authorized to submit this data by letter should include membership figures in such letters and submit them to Bureau and office of origin on April 1 and October 1. Office of origin responsible to obtain complete figures from auxiliary offices.
    - (b) Each office must show for its territory following: number of Negroes in CPUSA, name and title of each Negro who has national level position or who has district level position above that of club chairman. When possible, membership totals should be broken down as to nationality, sex, employment, veteran status, and membership in unions.
    - (c) Include evaluation of reliability of figures furnished by each source and of final figures. Use of only one source is not acceptable unless facts demonstrate such information is most reliable available. Also include totals of positively identified CPUSA members and tentatively identified members within six-month period preceding report.
    - (d) Explain in detail any increase or decrease in membership. Include results of membership recruiting drives. Endeavor to ascertain results of national registration drives.
    - (e) Include whether all persons identified as CPUSA members in report who reside within area covered by reporting office are listed in security index, or are informants or sources. List any exception by name and show status of investigation and whether name has been furnished to Bureau for indexing.
- g. Official organ, if any, and other literature
  - (1) May be obtained through confidential mailbox, panel sources, and confidential informants
  - (2) Appropriately identify all such literature.
  - (3) Promptly furnish to Bureau at least one copy of each pertinent piece of literature.
- h. General activities



# i. Finances

Special efforts must be made to locate and monitor bank accounts of organizations. Emphasis must be placed on determining if funds are being furnished organizations from foreign sources and if there is any rapport between the organizations and organizations in foreign countries.

# j. Support given to or received from CPUSA or other communist group

Develop evidence showing support, financial or otherwise, given by organization to CPUSA or other communist group or received by organization from CPUSA or other communist group.

# k. Implementation of CPUSA line or that of other communist group

Usually shown through comparison of programs and literature of organization with those of CPUSA or other communist group during any particular period.

# l. Accuracy of identifications

Use extreme care to assure statements relating to affiliations or membership in subversive organizations are accurate in all respects. Show exact basis, plus corroboration wherever possible, for identification of suspected organizations or individuals with information of a possible subversive nature. Never refer to a person as a "known communist" unless he is publicly known as such.

# m. Specific requirements for CPUSA investigations

Follow previously established reporting format. New York is responsible, in addition to reporting activities of New York District, for investigating and reporting separately on national committee meetings, national training schools, and other important national meetings.

# n. Socialist Workers Party (SWP) and other Marxist-Leninist or Trotskyite groups

All offices submit semiannual reports and carry as pending inactive, except New York whose report on SWP activities on national basis should be designated pending. New York also submit report on local SWP activities. Indicate in cover pages whether all persons identified in report as members of SWP or as members of other Marxist-Leninist or Trotskyite groups who reside within area covered by reporting office are listed in security index, or are informants or sources. List any exception by name and show status of investigation and state whether name has been furnished Bureau for indexing.

Data concerning above topics can usually be secured through following sources: confidential informants, incorporation records, bank records, literature and publications of organization, newspapers, public meetings and rallies, confidential investigative techniques, various public records, panel sources, confidential sources and other sources of information, interviews with past or present CPUSA members, review of field office files, pretext interviews, surveillances, Agents attending mass meetings, etc.

# 4. Dissemination of information to Secret Service regarding plots against President

On 2-3-65, an "Agreement Between the Federal Bureau of Investigation and the Secret Service Concerning Presidential Protection" was signed and became effective. This agreement is set out in its entirety in section 102, volume IV, of this manual. Agreement provides that FBI, in its investigations of organizations whose activities are inimical to welfare of U. S., will be alert to and promptly notify Secret Service of any information indicating plot against person of the President. It is responsibility of Secret Service to initiate necessary action to neutralize such plot.

# a. Be alert during investigation of organization for information indicating plot against person of President. Upon receipt, immediately furnish complete details to nearest office of Secret Service and appropriate local law enforcement agencies and advise Bureau by teletype, or telephone if facts warrant, of information furnished and fact it has been so disseminated. Attempt immediately to verify information, but do not attempt evaluation of information.

- b. Promptly prepare LHM, including complete details disseminated and identities of Secret Service officer and local law enforcement officers to whom given and date and time of notification. Promptly disseminate LHM locally to Secret Service and any other appropriate Government agency and furnish sufficient copies to Bureau for dissemination at SOG. Disseminate copies of all LHMs and reports concerning organization locally to Secret Service on continuing basis and furnish extra copies of such communications to Bureau for dissemination at SOG.
  - c. Determine identities of members of organization involved in plot. Background information concerning such individuals should be fully developed and included in communications disseminated to Secret Service.
5. Communist Influence in Racial Matters, Internal Security - C (code name "CIRM"). Bufile 100-442529. Office of origin: New York
- a. Submit quarterly reports, to reach Bureau by February 1, May 1, August 1, and November 1 on full extent of communist influence in racial matters. Include information on communist infiltration of Negro organizations and subversive individuals active in racial movement. Include this information even if it duplicates information in other reports. Offices with no information to report advise Bureau by letter.
  - b. Use three-part outline in report: (1) Communist Strategy, (2) Communist Tactics, and (3) Communist Penetration and Influence in Racial Organizations. Under strategy, include plans and line of CPUSA and other communist groups, such as SWP and Progressive Labor Party. Under tactics, describe communist direction, influence, and participation in demonstrations, disturbances, and other events with racial overtones. List events in chronological order with appropriate sub-headings. In part three, report influence of subversives in racial organizations.
6. Title and character. Communications covering organizations should carry name of organization and character "Internal Security" followed by principal organizational affiliation; e.g.,

Communist Party, USA  
Internal Security - C

Socialist Workers Party  
Internal Security - SWP

Where appropriate, include identity of particular district or field division; e.g.,

Communist Party, USA  
District  
Division  
Internal Security - C

7. Classification - 100

## [C. INVESTIGATION OF COMMUNIST INFILTRATION OF LABOR UNIONS

1. Purpose of investigation
  - a. To obtain complete picture of control communists have over vital industry in U. S.
  - b. To develop data concerning extent of communist control over important trade unions
  - c. To develop evidence necessary to establish under provisions of Communist Control Act of 1954 that a labor union is communist infiltrated at time Attorney General files petition
  - d. To determine identity of each important communist in labor movement
2. Policy
  - a. Prior Bureau authority required to conduct active investigation. Bureau will advise field of unions being considered under Communist Control Act of 1954. Give continuous, thorough, and expeditious attention because of limited period (three years) pertinent evidence is admissible under statutory limits in act.
  - b. Ascertain availability and willingness to testify of all possible witnesses for benefit of Department in considering cases for presentation to Subversive Activities Control Board. Current informants and confidential sources should be described as currently furnishing information to FBI and not as unavailable. Department must be furnished brief statement on background and any known factors affecting credibility of all other witnesses, including discontinued informants. Investigative techniques not available for use in court may be described as unavailable.
  - c. Investigation is limited to activities of individuals acting in furtherance or apparent furtherance of communist program. Goal is complete picture of extent of communist infiltration and domination.
  - d. Labor union as such is not subject of investigation. Title of all communications must clearly show communist infiltration is subject of investigation. FBI is not interested in employer-employee relationships or legitimate union activities.
  - e. Prior Bureau authority required to conduct interview with any officer or official of labor union during investigation of communist infiltration unless officer or official is established reliable source or confidential informant.
  - f. Prepare brief history of union, including origin, constitution, bylaws, and organizational structure. Office of origin is responsible for coverage of officers and personnel of national or international office. Auxiliary offices responsible for coverage of international representatives, organizers, and regional, district, council, and local officers active within their territories.
3. Title

Title of all communications should clearly show that communist infiltration of union involved is subject of investigation, not the union itself; e.g.,

"Communist Infiltration of  
United Electrical Workers of  
America"
4. Classification - 100
5. Character - Internal Security - C

## [D. INVESTIGATIONS OF INDIVIDUALS - POLICY AND OBJECTIVES

## [ 1. Definitions

[ Following organizations are "basic revolutionary organizations."

- [ a. Communist Party, USA
- 
- [ b. Socialist Workers Party
- 
- [ c. Progressive Labor Party
- 
- [ d. Proletarian Party of America
- 
- [ e. Nationalist Party of Puerto Rico
- 
- [ f. Johnson-Forest Group

[ Black nationalist extremists and members of Puerto Rican nationalist  
[ groups and Puerto Rican subversive proindependence groups, although  
[ technically not members of basic revolutionary organizations, should  
[ be investigated under same rules. (See section 122, volume IV, of  
[ this manual.)

## [ 2. FBI responsibility

[ To conduct thorough investigations into background and activities of  
[ all persons in U. S. and Puerto Rico who are dangerous or potentially  
[ dangerous to internal security. Each SAC is responsible for investi-  
[ gation of persons in his area who, because of membership or affiliation  
[ with basic revolutionary organizations or other Marxist revolutionary  
[ organizations including splinter groups, may be potentially dangerous.

## [ 3. Purposes of investigation

## [ a. Determination of dangerousness

[ To determine identity, whereabouts, and activities of all individuals  
[ in U. S. and Puerto Rico who, because of their membership in, activity  
[ in, or association with one or more revolutionary groups or related  
[ groups, are dangerous or potentially dangerous to internal security;  
[ collection of sufficient information concerning their subversive ac-  
[ tivities to justify apprehension in national emergency.

## [ b. Determination of violations of Federal statutes

[ To determine identity, whereabouts, and activities of all individuals  
[ who have been or may be violating laws of U. S.[ (1) Direct investigation to obtain admissible evidence to establish  
[ violation.[ (2) Be alert for violation of Federal statutes relating to espionage,  
[ sabotage, and sedition.

## [ 4. Individuals to be investigated

[ Exercise sound judgment and discretion in evaluating importance and  
[ dangerousness of individuals or affiliates. Investigate activities  
[ of any individual falling within one or more of following categories  
[ who does not come within restrictions on investigations listed under  
[ 87D, item 5, below:

## [ a. Membership in basic revolutionary organizations subsequent to 1-1-49

## [ b. Espousing line of revolutionary movements

[ Espousal encompasses wide variety and range of activities. Actual  
[ membership in basic revolutionary organization is not prerequisite.  
[ Espousal may be expressed by membership or active participation in  
[ subversive front groups. Open investigation in every instance in  
[ which subject is actively engaged in affairs of subversive front  
[ organization in leadership capacity or by active participation  
[ in furtherance of aims and purposes of front organizations. Do  
[ not open on mere membership in front organization unless there is  
[ past membership at any time in basic revolutionary organization or  
[ other subversive derogatory information.

## [ c. Special training

[ (1) Training in subversive movement abroad

[ (2) Leadership training in basic revolutionary organization

## [ d. Military service

[ (1) Service in Abraham Lincoln Brigade; membership in basic  
[ revolutionary organization not prerequisite[ (2) Service in military forces of any country, including U. S.  
[ armed forces, whenever individual has ever been member of  
[ basic revolutionary organization

- e. Employment in key facilities  
Individual employed in or having access to key facility who is alleged to have been at any time member of any basic revolutionary organization
- f. Other individuals with revolutionary beliefs  
Individuals who, because of anarchist or revolutionary beliefs, are likely to seize upon national emergency to endanger public safety and welfare. Membership or affiliation in basic revolutionary or front groups not prerequisite.

Falling within above category are leaders of Nation of Islam (NOI). Conduct security investigation of all individuals reported to be functionaries or leaders of NOI or active participants carrying out aims of organization. Investigation should not be initiated based on mere membership. During investigation be alert for violation of Selective Service Act.

Above standards are not all-inclusive. Resolve doubts in interest of security and conduct investigation. Cases should be investigated so as to permit determination for possible inclusion in security index.

Complaints from anonymous sources alleging subversive activities should be considered as basis for investigation.

Security cases must be evaluated continually to determine if we are fulfilling responsibilities in internal security field and those cases not warranting further investigation should be closed promptly.

- 5. Restrictions upon investigations of individuals  
Do not institute investigations because of membership in organizations which do not advocate use of force to bring about changes in existing Government; e.g., Socialist Party, Independent Workers of the World, and Independence Party of Puerto Rico.

- a. Investigations of and interviews with individuals connected with institutions of learning

- (1) Prior Bureau authority required to institute investigation of faculty members.

Bureau authority not needed for student or nonacademic employee provided no unusual circumstances exist which would require advice from Bureau prior to investigation and there is sound basis for investigation. In requests for Bureau authority, identify subject, his position, and basis for investigation.

- (2) Contacts during investigation

- (a) After Bureau authority granted, it is permissible to contact:

- I. Established sources functioning in an administrative capacity, such as registrar, director of admissions, dean of men, dean of women, and security officers and their subordinates. Contacts may be made on campus. Other established sources and informants must be contacted away from campus.

- II. All individuals not connected with institutions of learning who, consistent with discretion, would be contacted in security case, such as neighbors and past employers.

- (b) No contacts are to be made with students, graduate students, and professors (other than sources outlined above) at educational institutions without prior Bureau authority. When requesting authority, give full justification, individual's name, position, and statement concerning his discretion and reliability.

- (c) Superiors of faculty members should not be contacted.

- (3) Receiving voluntary information

These instructions must not deter immediate interview of any person connected with institution of learning who desires to furnish information to FBI or be contacted by an Agent.

- b. Subjects not connected with institution of learning  
When subject of investigation is not connected with an institution of learning and interview of student, faculty member, or other employee of institution of learning is desired, prior Bureau authority must be obtained except for established sources. When requesting authority, furnish name, position, and a positive statement concerning person's discretion and reliability.
- c. U. S. Government employees, individuals having foreign diplomatic or official status, employees of foreign official establishment, employees of United Nations or international organizations, and members of armed forces

If subject of investigation is or becomes employee of U. S. Government, foreign official establishment, United Nations, or other international organization, has foreign diplomatic or official status, or is member of U. S. armed forces, advise Bureau and request authority for further investigation.

6. Fraud against Government (FAG) violations

a. Policy

- (1) Upon receipt of information indicating violation of this type, initiate investigation under "Security Matter - Fraud Against the Government" character and immediately advise Bureau.
- (2) Investigate and report criminal fraud violation (such as concealment of arrests) arising during security-type fraud investigation on same subject in conjunction with investigation of security-type fraud. Bureau will present both violations to Department. If security-type fraud investigation is discontinued, handle criminal fraud separately following instructions in section section 47, volume II, of this manual.
- (3) If admissible evidence developed does not warrant submission of prosecutive summary report, submit results in investigative report.

b. Investigation

- (1) To establish jurisdiction, it is necessary to prove that form was presented to Government agency for action or determination, and this should be first investigative objective. If form was not presented to Government agency, conduct no further investigation and so advise Bureau.
- (2) It must be established that subject actually signed form by testimony of witnesses to signature, handwriting examination, or other conclusive evidence. Original of form must be located. Thoroughly interview any sources who furnished pertinent information concerning subject during any previous investigation and other potential witnesses to determine basis for each item of pertinent information furnished and identities of other potential witnesses.
- (3) Where affiliation with subversive organizations is involved, interview individuals who were members of same units as subject for evidence of his membership, such as attendance at closed meetings, payment of dues, holding of office, etc. If possible, develop evidence to supplant pertinent information furnished by current informants. Obtain prior Bureau authority to interview subject.
- (4) Interview subject and potential witnesses furnishing pertinent information under oath and obtain sworn signed statements if possible. Exception may be made when interviewing established sources, such as current informants, if oath and/or signed statements not considered desirable under circumstances. Be guided by instructions below concerning interviews with subjects of security investigations when interviewing potential witnesses with subversive backgrounds.

c. Legal questions

If question of law arises as to existence of violation, advise Bureau and hold investigation in abeyance for Department's opinion. Department has no fixed policy as to prosecution in these cases and desires to consider each case. Submit basic facts concerning execution and filing of document and subversive activity denied in report for presentation to Department, even though basis for concealment or fraudulent statement does not appear to be material.

## d. Cases referred by military

Military intelligence agencies often refer cases for security investigations under Delimitations Agreement in which security-type fraud violations are involved. If subversive information does not warrant full security investigation but does indicate possible fraud violation, advise interested agency that FBI's investigation will be directed toward proving possible violation of law and that any background investigation contemplated by it pursuant to its administrative responsibilities will not interfere with FBI investigation. Advise agency pertinent information developed will be furnished and request agency to do likewise. Immediately initiate security matter - fraud against the Government investigation. If subversive information warrants full security investigation and also indicates fraud violation, advise interested agency that Bureau is initiating full security investigation in conjunction with investigation of possible violation of law and results will be furnished. Conduct expedite investigation to determine subject's dangerousness and whether a fraud violation is involved.

## 7. Submission of subversive derogatory information on individuals

- a. Offices covering national or local headquarters of various subversive groups should promptly furnish Bureau names and identifying data regarding persons affiliated with such groups, to include basic revolutionary organizations, fascist-type organizations, black extremist organizations, and front groups of these. Furnish Bureau such information by letter and, where appropriate, indicate that list of names is being furnished for Bureau indexing purposes.
- b. Information from all sources should be reviewed to insure Bureau has been furnished lists of all individuals affiliated with organizations enumerated in item a. Include information concerning a number of individuals in one letter if possible. Set out sufficient identifying data to facilitate check of Bureau files.
- c. Offices obtaining information regarding subversive affiliation of individuals residing outside their territories should promptly advise offices covering such persons' addresses.
- d. Names of subscribers to Communist Party nominating petitions and names appearing on subscription lists of subversive organizations should be indexed in field office covering address shown for subscriber but should not be forwarded to Bureau for indexing.
- e. Important subversive information concerning any individual and any new subversive information concerning an individual of importance should be furnished Bureau expeditiously.
- f. Subversive and/or derogatory information coming to attention of field office through name check or otherwise on employee of executive branch of Government, which information is within purview of EO 10450, should be forwarded promptly to Bureau for dissemination to Civil Service Commission. Such information relating to other employees of Government or employees of United Nations and other public international organizations should be furnished Bureau immediately.

## [E. INVESTIGATION OF INDIVIDUALS - INVESTIGATIVE PROCEDURES AND TECHNIQUES

## 1. General

All pertinent information concerning subject's background and subversive activity must be fully developed and reported to assure accurate evaluation of his dangerousness. Use discretion to prevent subjects from becoming unnecessarily aware of investigation.

Members of law enforcement agencies are not to accompany Agents in security investigations without prior Bureau authority.

## 2. Scope of investigations

Following should be obtained:

## a. Background

- (1) True name and aliases
- (2) Residence address
- (3) Occupation or business and employment address
- (4) Citizenship status, including date and place of birth and pertinent data concerning naturalization of aliens
- (5) Family background  
If possible, ascertain from sources contacted and report date and place of birth of subject's parents and spouse and parents of spouse. Do not conduct investigation solely for this information.
- (6) Military record  
Determine if subject has served in U. S. armed forces; time, place, and circumstances of such service; type of discharge received; and any membership in veterans' organizations. If subject served in armed forces of any foreign government, determine pertinent facts.
- (7) Close relatives  
Determine whether subject has any close relatives in U. S. armed forces or in other positions of trust and confidence, whether public or private, relating to national defense.
- (8) Identification record
  - (a) Be alert for identification record showing arrests and/or civil data. Check local police records.
  - (b) When subject is approved for security index, submit FD-165 to check records of Identification Division and to post flash notice if fingerprints on file. FD-165 will be returned if positive identification cannot be made with fingerprints on file. Office of origin is responsible for resolving identification when record has been furnished by Identification Division as possibly identical. If positive identification cannot be made, it is not necessary to communicate further with Identification Division.
  - (c) When office of origin is changed for security index or reserve index A subject after flash notice has been placed, form FD-128 (changing origin) should so indicate. Send extra copy of FD-128 to Identification Division so its records will show new office of origin.
  - (d) Cancel security flash notice when subject dies or is no longer of security interest.
- (9) Physical description
  - (a) Obtain and report detailed physical description.
  - (b) Each subject should be personally observed whenever complete security investigation is conducted. Such direct observation is mandatory for all security index subjects; however, do not delay submission of form FD-122 (recommending subject for security index) when it has not been possible to observe subject. Keep case open until personal observation accomplished. When subject is outside U. S. or Puerto Rico, this requirement may be followed administratively until subject is personally observed upon his return to this country.



- (10) Photographs  
Make reasonable efforts during investigation to obtain photograph of subject. Maintain cases on security index subjects in pending status until suitable photograph is obtained unless circumstances dictate otherwise, in which case advise Bureau. Once photograph has been obtained, be alert for more recent photographs. Forward copy of photographs of security index subjects to Bureau for dissemination to Secret Service.
  - (11) Handwriting specimens  
If readily available, obtain handwriting specimens for possible future use and maintain in subject's file. Case is not to be kept pending merely to obtain such specimens.
  - (12) Labor union membership  
If subject is member of basic revolutionary group, ascertain his trade-union affiliation and what, if any, position he holds in labor organization.
- b. Subversive activity
- (1) Membership or affiliation  
Obtain admissible evidence that subject is member of, or affiliated with, one of basic revolutionary and/or front organizations. Some more common types of evidence are:
    - (a) Oral or written statements or admissions of subject made publicly or privately
    - (b) Statements of informants and others in position to know and can testify to facts
    - (c) Official letterheads, documents, and membership and dues records identifying subjects with such organizations
    - (d) Selective service records in which subject admits membership
    - (e) Attendance at closed meetings and conventions of such organizations
    - (f) Letters to publications, public officials, or others signed by subject and admitting membership in or adherence to principles of such organization
    - (g) Recruitment or attempt to recruit members for such organization
    - (h) Solicitations or contributions of funds for such organization
    - (i) Seeking public office as candidate for such organization
- Communist Control Act of 1954 sets out list of 14 criteria to be considered in determining membership, including acceptance of organization discipline.
- (2) Knowledge of aims and purposes  
Obtain admissible evidence that subject knows aims and purposes of subversive organization to overthrow Government by force and violence. Mere proof of membership or affiliation is not sufficient to prove knowledge. Proof that subject has knowledge includes:
    - (a) Direct admissible evidence, such as oral or written statements made by subject, or by responsible officials of subversive organization in subject's presence
    - (b) Length of time in subversive organization
    - (c) Official positions held in organization, especially in educational, propaganda, or policy-making capacities
    - (d) Charter membership in organization, participation in original establishment of organization
    - (e) Extensive and long-continued participation in various organizational activities
    - (f) Attendance or teaching at organization schools or classes, especially leadership classes
    - (g) Preparation or distribution of party propaganda
    - (h) Recruiting and fund-raising activities
    - (i) Possession of Marxist or revolutionary literature or urging others to read literature of revolutionary character

While none of the above may be of sufficient value alone, a combination may constitute convincing proof. Revolutionary purposes of subversive organization are frequently cloaked in veiled language or in language significant only to persons familiar with Marxist or revolutionary terminology. Such statements should be fully reported. Develop and report all revolutionary statements and circumstances under which made.

(3) Position and importance

- (a) Information showing importance of individual to subversive organization or movement should be fully developed and reported. Member or affiliate may be dangerous or important because of his position, influence, or activities inside or outside organization, or both.
- (b) Concealment of membership and underground activity. Member or affiliate may be highly dangerous although he takes no part in overt activities of organization. Subject may have assignment in underground and is not to contact or associate openly with others in subversive movement. By virtue of this assignment in secret operations, such individuals must be considered most dangerous. Be continually alert that individual may be serving in underground capacity. All logical investigative techniques should be used to develop fully individual's activities in underground; identities of other individuals engaged in underground operations; and method of operation, extent, and purposes of underground.

Coverage must be sufficient to insure underground activities of subversive movement are known. Identities of individuals who are directing underground operations; location of hiding places of fugitives and underground leaders; and locations of secret printing presses, mimeograph machines, and large stationery supplies must be known at all times.

c. Missing security subjects

- (1) Location of all dangerous subversives must be known at all times. Each subject remaining out of control at time of national emergency represents threat to national security.
- (2) When subject of pending investigation fits standards for security index and his location is not known, recommend for unavailable section of security index.
- (3) When information is received that security index subject has changed his residence and/or employment, case must be opened and assigned for active investigation to locate subject.
- (4) If subject has deliberately absented himself to avoid detection by us, has gone into hiding, or is working clandestinely in underground capacity, he can be classified as missing subject and should be included in unavailable section of security index. When FD-122 is submitted to Bureau placing missing subject in unavailable section, also send cover letter advising of investigative steps already taken to locate him.
- (5) Investigations to locate missing security index subjects must be given preferential and continuous attention. Investigation must be handled as thoroughly and promptly as fugitive investigation.
  - (a) Advise Bureau each 45 days by letter of steps taken to locate missing security index subject. Do not submit reports which merely set forth negative results of investigation to locate subject.
  - (b) If subject may have gone to Mexico or Canada, request Bureau to alert appropriate Government agencies to this possibility and to seek verifying information through liaison channels. If subject is reported to have gone to any other foreign country, request Washington Field Office (WFO) to check records of Passport Office of State Department for verification.

- (c) When all logical leads have been exhausted in case of missing important functionary, consider requesting Bureau authority to circularize all field offices with subject's photograph and background information.
- d. Individuals traveling abroad (Also see section 105G, volume IV, of this manual.)
- Set forth below are steps to be taken when information is received that subject in one of following categories intends to travel abroad or has already departed this country for foreign travel: subject of current security investigation, subject in agitator index or priorities I and II of security index, past security subjects who may be in underground capacity, or subject concerning whom there is current information indicating need for foreign coverage.
- (1) Immediately advise Bureau by LHM available details concerning travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, name under which passport was issued, number of passport, and issuing office, if known. Include full description of subject and all aliases (in case of Chinese and Korean subjects, include Chinese telegraphic code or Korean telegraphic code numbers). Also include concise resume of available subversive data regarding subject. Do not delay advising Bureau of actual or intended travel while developing details of travel as time is of essence.
  - (2) Set out lead for WFO to check records of Passport Office, Department of State; but do not limit efforts to develop pertinent information to such check.
  - (3) Information concerning subject's proposed travel abroad, including information concerning subversive activities, is furnished Department of State, Central Intelligence Agency (CIA), and legal attaches. If travel is in area covered by legal attache, forward sufficient copies of LHM to enable dissemination of three copies to each legal attache involved. For each of these legal attaches, forward one photograph of subject, if available. If stops are to be placed with security services abroad, cover letter should so indicate. Set forth requests for investigation abroad on separate numbered page, captioned "Leads," at end of LHM. Request should not refer to legal attache or request investigation by particular agency abroad.
  - (4) Subsequent report in individual case should contain details regarding subject's travel. In nonsecurity index cases where LHMs are submitted, communication transmitting data regarding travel should indicate whether investigation is being initiated and, if not, why.
  - (5) Set forth below are steps to be taken when information is received that one of following is forming tour group for foreign travel: organization of investigative interest to Bureau or subject in one of categories described in first paragraph under item d above.
    - (a) Advise appropriate offices, under caption of tour group or organization, identities of individuals participating in tour, and furnish Bureau LHMs for State Department, CIA, and appropriate legal attaches. Include all readily available information pertaining to tour, such as itinerary, pertinent dates, names and addresses of participants, and thumbnail sketch of organization or individual sponsoring tour.
    - (b) Offices should immediately identify participants and submit LHMs on those in one of categories described in first paragraph under item d above. Refer to LHM previously prepared under caption of tour group or organization. Submit letter to Bureau under caption of tour group or organization listing individuals within territory participating in tour on whom there is no subversive information.

- (6) Advise Bureau promptly by LHM of subject's return from travel abroad. If such individual has traveled behind Iron Curtain, also furnish Bureau recommendations as to interview and state whether additional investigation is contemplated.
3. File reviews  
Check office indices and review files thoroughly for pertinent information showing background and subversive activity. Include information in initial report. After each check and review of files has been made, consolidate reference cards pertaining to subject in indices.
  4. Security informants  
Information developed through security informants is unsurpassed in value both for intelligence purposes and as admissible evidence.
  5. Physical surveillances  
Physical surveillances should be used when, in opinion of SAC, information of sufficient value might be obtained to justify their use in light of existing circumstances and available manpower.
    - a. When information is received that meetings of subversive organizations are to take place, physical surveillances should be considered to corroborate such information and identify participants.
    - b. Surveillances of individuals in leadership or underground capacities serve to identify others within movement.
    - c. Success of surveillances depends upon resourcefulness of Agents who must at all times exercise sound judgment and discretion. Be alert to observe activity of subject and countersurveillances which may be used to identify Agents and embarrass Bureau.
  6. Photographic surveillances  
Photographic evidence of meetings between individuals or which shows subjects entering or leaving meeting places of subversive organizations affords convincing and admissible evidence to establish subversive activities. Prior Bureau authority is needed for photographic surveillances of meetings and they must be properly correlated with other investigative techniques to obtain maximum evidence. Conceal equipment to avoid detection by subjects or other individuals in proximity of surveillance.
  7. Public sources  
Make use of all logical public sources of information. Obtain background and lineage data from birth records and local bureaus of vital statistics, credit agencies, state records, public utility records, and school records. Obtain and index as reference material publications of subversive organizations and records of state and Federal committees which have conducted hearings concerning subversive activities.
  8. Records of private firms  
Where pertinent information is available in records of private firms, such as past or present employers, insurance companies, and merchants, contact such firms provided it will not jeopardize investigation.
  9. Channelizing of information to case files  
Membership or activity in subversive organizations should be channelized to main case files of individuals involved. Mimeographed form FD-306 may be used provided it is limited to reporting attendance at meetings. When information from informants or surveillances is channelized to individual case files, it must be documented. Coordinate information received from informants and confidential sources with active investigation.
  10. Preservation of evidence  
Bear in mind necessity of obtaining admissible evidence.
    - a. Identify, preserve, and maintain continuity of evidence obtained for possible admission in Federal proceedings. Identify specifically as to source and date.
    - b. Notes or statements from informants necessary to refresh their recollection if called to testify must be in sufficient detail to serve this purpose and contain no material which would make their use inadvisable or inadmissible.
    - c. Informant's original notes or statements are not to be blocked, stamped, serialized, or mutilated in any way which would render them unsatisfactory for use in Federal proceedings.
    - d. Above also applies to Agent's notes taken during surveillances or concerning evidence otherwise obtained.

## 11. Interviews with subjects of security investigations

## a. Policy

No security investigation of an individual is to be closed unless subject is included in security index or consideration given to interview. Bureau will not authorize cancellation of security index card for inactivity until subject has been interviewed or Bureau advised why interview is inadvisable.

## b. Purpose

- (1) When investigation is inconclusive, to determine subject's sympathies and whether he continues to adhere to revolutionary doctrines
- (2) To develop information concerning activities of subject and his associates in subversive movement
- (3) To develop informants

## c. SAC authority

Without Bureau authority SAC may:

- (1) Authorize interviews with individuals who have not been subjects of security investigations and available information does not warrant opening case
- (2) Authorize interviews of subjects of security cases who have previously been interviewed with Bureau authority, provided no change has taken place in subject's status and interviews are conducted under same conditions as previously authorized
- (3) Authorize interviews of subjects of closed security cases including persons who were on security index but were removed
- (4) Authorize interviews of rank-and-file black extremists except as noted in section 122, volume IV, of this manual

## d. Procedures for interviews under SAC authority

- (1) If there is closed file, reopen it. If none, open case in 134 category to resolve whether subject is identical with information in files and determine his current employment and residence.
- (2) Case Agent will prepare memorandum requesting SAC authority to conduct interview of subject to determine his attitude towards cooperation with FBI.
- (3) During first contact Agent should identify himself, outline Bureau's responsibilities in security field, and request subject's assistance. If individual has been member of basic revolutionary organization and appears cooperative, he may be questioned about his own activities. However, this interview is for sole purpose of determining whether subject might be cooperative.
- (4) If cooperative, advise Bureau and conduct background investigation under section 107, volume IV, of this manual. If uncooperative, prepare brief memorandum for file and close case. Letter to Bureau not necessary.

## e. Prior Bureau authority

Prior Bureau authority required for:

- (1) Subjects of active current investigation where no prior Bureau authority has been obtained
- (2) Closed cases on current security index subjects where no prior interview has been conducted
- (3) Subjects of investigations requested by Bureau, both open and closed, such as applicant and loyalty cases
- (4) Individuals when circumstances indicate delicate situation and greater than usual risk involved, such as labor leaders and individuals in educational, mass media, religious, or publishing fields. Bureau authority needed even though there were prior interviews.
- (5) Security subjects who have publicly disclosed previous contacts
- (6) Subjects of section A reserve index cards

In above cases, no report need be submitted when requesting Bureau authority to interview subject.

## f. Letter requesting Bureau authority for interview

- (1) In absence of special circumstances, include following statement in first paragraph of letter.
  - (a) Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If subject is cooperative, no affirmative steps will be taken during initial interview to direct his activities and complete background investigation required by section 107C of Manual of Instructions will be conducted and Bureau will be requested to authorize recontact with subject as PSI.
  - (b) Form FD-336 contains above statement and may be used. Statement in no way precludes interviewing Agents from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potential as informant.
  - (c) If available, letter must contain following information:
    - I. Residence address, occupation, employment, race, date and place of birth, citizenship, and status of health
    - II. Marital status. If married, occupation, employment, and race of spouse.
    - III. Length of time subject was member of or affiliated with subversive organization and positions held. When investigation is based on circumstances other than membership or affiliation with subversive organizations, briefly set forth facts.
    - IV. If married, state if spouse is or has been member of or affiliated with subversive groups, positions held, and period of such membership or affiliation.
    - V. Membership or affiliation of any other close relatives in subversive groups
    - VI. Information regarding defection, expulsion, inactivity, and present sympathies of subject and, if married, of spouse
    - VII. What is expected to be gained by interview
  - (d) In each letter, pertinent information, if available, regarding seven items listed must be set out under appropriate number but headings need not be restated. If no pertinent data is available regarding any item, so indicate after number.
- (2) Letters must be personally approved by SAC.
- (3) One copy of letter should only be first page of letter. When unnecessary to issue specific instructions, Bureau will approve request by stamping this page and returning by routing slip.
- (4) When authorized, interview must be conducted within 45 days. If not possible, advise Bureau and indicate subject will be contacted within 45 days. If interview has not been conducted at end of second period, request new authority. Include any new information bearing upon advisability of interview.

## g. Preparation for and conduct of interview

- (1) Preparation must be thorough and interview conducted so that Agents will not be compromised, Bureau will not be embarrassed, and informants will not be exposed. CPUSA has planned traps for Agents attempting interviews with members by installing recording machines in members' homes or endeavoring to have interview observed by concealed third party.
- (2) Interviews should be conducted by two Agents. Agent experienced in security investigations who is knowledgeable regarding development of informants should conduct interrogation. Actual approach need not be made by both Agents; one Agent may observe from secure distance. (Two Agents should be physically present during interview or contact with known or suspected Nation of Islam members in all cases.) Background of subject and circumstances will determine how approach should be handled.

- (3) Interviews of active communists should be conducted at secure place other than subject's residence or place of employment. If reasonable effort has been made for such approach and it is not practical, set forth circumstances and request Bureau authority to make contact at home or place of business explaining any need to contact employer. Letter should contain statement that, if subject appears cooperative, arrangements will be made for another interview at secure place away from residence or employment, if necessary, to determine fully degree of cooperation.
  - (4) If subject cooperative upon initial contact, further contact may be had without Bureau authority. No limitation on number of recontacts, but use good judgment. If interview authorized by Bureau, advise Bureau of results of contact and plans for recontacts. Obtain specific authority to make recontact where circumstances indicate delicate situation and greater than usual risks involved, such as labor leaders and individuals employed in educational, mass media, religious, and publishing fields.
  - (5) Terminate interview with active subversive if third person arrives during interview. Furnish Bureau details and obtain Bureau authority prior to reinterview.
  - (6) Terminate interview immediately if subject is hostile or uncooperative.
  - (7) Inform subjects connected with labor unions that Bureau is not interested in employee-employer relations and is concerned only with infiltration of labor unions by subversive elements. Furnish no information and make no statements to embarrass Bureau. Questions should require admission or denial by subject of all pertinent items of subversive information unless to do so would expose investigative techniques or security informants. Cordial and friendly attitude alone is not evidence of cooperation insofar as potential dangerousness is concerned when subject fails to admit or verify subversive information obtained through previous investigation.
  - (8) If cooperative, inform subject we want to interview him in detail and arrange interviews over extended period if necessary to exploit subject's knowledge to utmost. Conduct necessary investigation or research to corroborate and develop information received.
  - (9) Where appropriate, reduce information obtained to signed statement and determine his willingness to testify to information furnished if needed in Federal proceedings.
- h. Reporting results of interview
- (1) When no information is developed during interview which would affect subject's security index status, promptly submit results by letter and include in next report. If individual is employed in or holds sensitive position in trade-union, educational, mass media, religious, or publishing fields, results of all interviews must be submitted promptly in report or LHM, depending on priority designation, until he begins to cooperate as security informant or source.
  - (2) Report subject's admissions of his subversive activities and associations and indicate whether he did or did not furnish information regarding subversive activities of others.
  - (3) Report statements by subject denying subversive activities developed through prior investigation and follow with concise statement of such past subversive activity.
  - (4) Letter transmitting results of interview must contain:
    - (a) Definite statement or conclusion of interviewing Agents as to cooperativeness of subject and reasons for conclusion
    - (b) Statement as to whether information furnished coincides substantially with other available information

- (c) Statement as to subject's availability as potential witness and evaluation of subject's potential as informant or confidential source and whether further contacts contemplated
  - (d) Recommendation that security index card be canceled when statements furnished by subject regarding his subversive activities and associates, considered with other information and factors, indicate subject is no longer dangerous to internal security during emergency
  - (e) Pertinent information regarding subject's appearance or characteristics which has not previously been developed or reported
- i. Reinterviews of security index subjects  
Consider reinterviews with security index subjects on systematic basis. Consider such reinterviews when necessary to review case or when case comes up on tickler.
  - j. Maintenance of control file on former members of subversive organizations
    - (1) Offices having sufficient volume should maintain control file on former members of subversive organizations for reference purposes. This file will obviate necessity for extensive file reviews to identify persons who may be in position to furnish information of value in future.
    - (2) Copies of memoranda designated for individual case files should be routed to this file. Such memoranda should contain: background of person, type of information he may furnish, period covered by this data, whether or not person is available for interview by all Agents, and whether he is in position and willing to testify.
    - (3) This file should not include information concerning security informants.
    - (4) If special index is used in conjunction with this file, it should contain cards filed alphabetically indicating times and places persons were in subversive movement and brief description of information available from them. It may be broken down geographically and subdivided by years.



## [ F. RESERVE INDEX

## [ 1. Purpose

[ Reserve index includes persons who should be considered from stand-  
[ point of security with view toward investigation, interrogation, or  
[ security index. It serves as administrative aid and working index  
[ containing names of persons having sympathy for or affiliation with  
[ basic revolutionary organizations.

## [ 2. Composition

[ Reserve index contains names of individuals about whom investigation did  
[ not develop sufficient information to justify security index, but  
[ there is no reliable evidence of defection and there is evidence of:

- [ a. Membership in basic revolutionary organization subsequent to 1-1-49,  
[ together with some indication of continuing sympathy or association  
[ with such organization or subversive front organization
- [ b. Activity, association, or sympathy for subversive cause during past  
[ five years, even though investigation has failed to substantiate  
[ allegations of membership in revolutionary organization
- [ c. Associations, writings, financial support, or conduct in support of  
[ subversive organizations or international communist movement within  
[ past five years and individual is in position to influence others  
[ during national emergency
- [ d. Leadership or substantial activities in major subversive front groups  
[ over three years ago, together with some evidence of continuing  
[ activity, association, or sympathy for subversive cause within  
[ past three years
- [ e. Membership in subversive front organization within past three years

## [ 3. Arrangement

[ Each office is to maintain this index alphabetically on 5- by 8-inch  
[ cards in two sections, A and B.

## [ a. Section A

[ Section A represents special group of individuals who should receive  
[ priority consideration for investigation and/or other action following  
[ apprehension of security index subjects.

- [ (1) Section A includes individuals whose subversive activities do  
[ not bring them within security index criteria but who, in time of  
[ national emergency, are in position to influence others against  
[ national interest or are likely to furnish material financial  
[ aid to subversive elements because of their subversive associations  
[ and ideology. Include individuals who meet standards for reserve  
[ index and are

- [ (a) Professors, teachers, and educators
- [ (b) Labor union organizers and leaders
- [ (c) Writers, lecturers, newsmen, entertainers, and others  
[ in mass media field
- [ (d) Lawyers, doctors, and scientists
- [ (e) Other potentially influential persons on local or national  
[ level

- [ (2) Inclusion or deletion of names must be approved by SAC  
[ Reserve index A is maintained only in field offices. When name  
[ is deleted from security index, consider including in reserve  
[ index A. Upon approval by SAC, make two cards and file one in  
[ office and one away from headquarters city at same location as  
[ extra set of security index cards.

- [ (3) Review field office file of reserve index A subject whenever  
[ information is channeled to it to determine if additional in-  
[ vestigation is warranted and if current information is suf-  
[ ficient for retention in reserve index.

- [ (4) Changes, additions, and deletions of data appearing in reserve  
[ index A cards

- [ (a) Forward changes in data to clerk in field office handling  
[ these cards.

- (b) Handle change in office of origin by submission of form FD-128. Forward section A cards to new office of origin. Where necessary, forward pertinent information to new office of origin by succinct LHM and appropriate cover communication. Yellow file copy of LHM must show location of all original information contained therein.

b. Section B

- (1) This section, which contains names of all others in reserve index, is maintained only in field office. Review file of reserve index B subject whenever information is channeled to it to determine if additional investigation is warranted.
- (2) Handle changes in office of origin in same manner as reserve index A.

4. Content

a. Each card in section A and section B should contain, as minimum:

- (1) Name and aliases
- (2) Race
- (3) Sex
- (4) Citizenship and birth data
- (5) Residence and employment
- (6) Organizational affiliation or nationalistic tendency
- (7) Office file number
- (8) Letters "SS" if dissemination has been made to Secret Service

b. Membership and position or association in subversive groups and source and date of information may be added.

5. Removal and deletion of cards

Destroy cards on individuals who become security informants, sources, or security index subjects.

## [ G. SECURITY INDEX

## [ 1. Purpose and general policy

- [ a. Security index cards are maintained by Bureau as operational guide for apprehension of persons deemed dangerous or potentially dangerous to internal security in event of national emergency.
- [ b. Action will be taken against security index subjects only upon authorization of warrants of arrest by Attorney General.
- [ c. Names are included in security index only when investigation has established sufficient facts and evidence to justify inclusion.
- [ d. Contents of security index must be accurate and correct at all times. Give matters pertaining to its preparation and maintenance preferred attention.
- [ e. Matters pertaining to security index are not to be included in reports or LHM prepared for dissemination. Operation and content of security index must not be discussed outside Bureau. However, matters pertaining to security index may be discussed with qualified representatives of other Federal intelligence agencies on strictly confidential basis when subject is of prime interest to one of these services.

## [ 2. Determination of dangerousness of individual

- [ a. Dangerousness of individual does not depend entirely upon personal characteristics, such as aggressiveness or disposition to violence. It also depends upon contribution he has made or is making in advancing principles and aims of subversive movement, or his subversive potential in event of national emergency. Loyalty to subversive organization and its principles is primary factor to consider in evaluating potential dangerousness. However, all evidence must be carefully weighed. Among factors having bearing are:
  - [ (1) Long membership in subversive organization
  - [ (2) Affiliation with or attendance at training schools, especially leadership schools
  - [ (3) Frequent or regular attendance at organizational meetings and functions
  - [ (4) Possession of or study of revolutionary literature
  - [ (5) Espousal of subversive doctrines exemplified in his acts and utterances
  - [ (6) Contributions to or collections of funds for organization
  - [ (7) Recruitment of new members
  - [ (8) Active service in military forces which are supported by subversive movement
  - [ (9) Constant support of Soviet Union in acts and utterances
  - [ (10) Activity as courier or confidential mail drop for subversive movement
  - [ (11) Constant participation in activities of subversive organization or advancement of organization's aims or interests, especially when this involves financial sacrifices or personal inconveniences or disadvantage
  - [ (12) Individuals who have defected, revoked, or sought revocation of U. S. citizenship in favor of communist country, have returned to U. S., and have taken no positive steps to counteract such action
  - [ (13) Statements or activities on subject's part establishing reasonable grounds to believe his loyalty would lie with communist country in event of armed conflict between U. S. and that country
  - [ (14) Training and/or participation in espionage, sabotage, or intelligence activities
  - [ (15) History of emotional instability or irrational behavior, prior acts indicating propensity for violence, when coupled with subversive background or hatred against organized government
- [ b. Above factors, which are not all-inclusive, should be taken into consideration in determining whether subject falls within security index criteria. Person shall not be deemed dangerous merely because one or more of these factors apply to him.

## 3. Criteria for placing and retaining name in security index

## a. Basic criteria

No name shall be added to or retained in security index unless one or more of following have been established through investigation:

- (1) Subject has had membership in, or participation in activities of, basic revolutionary organization within last five years as shown by overt acts or statements established through reliable sources, informants, or individuals.
- (2) Subject has had membership in, or participation in the affairs of, one or more front organizations which adhere to the policies and doctrines of a basic revolutionary organization, in a leadership capacity or by active substantial participation in furtherance of those aims and purposes of the front organization which coincide with those of a basic revolutionary organization, within the last three years as shown by overt acts or statements established through reliable sources, informants, or individuals.
- (3) Investigation has developed information that an individual, though not a member of or a participant in activities of a basic revolutionary or front organization, has anarchist or revolutionary beliefs and is likely to seize upon the opportunity presented by a national emergency to commit acts of espionage or sabotage, including acts of terrorism, assassination, or any interference with or threat to the survival and effective operation of national, state, and local governments and of the defense effort.
- (4) Although investigation has failed to establish the facts required by (1), (2), or (3) above, either as to the substance of those criteria or because there have been no overt acts or statements within time limits prescribed, facts have been developed which clearly and unmistakably depict subject as a dangerous individual who could be expected to commit acts of the kind described in (3) above.

## b. Activity in support of Cuban regime

Recommend for security index individuals who would be dangerous or potentially dangerous to internal security of U. S. in event of emergency involving Cuba and U. S. There should be substantial showing of following:

- (1) Individual has served in pro-Castro organization as leader or officer or engaged in preparation or distribution of pro-Cuban or anti-U. S. propaganda; active collection of funds for any agency or representative of Cuban Government or pro-Castro group; acts of violence against anti-Castro individuals or groups or against U. S.; or active collection of intelligence data regarding national defense of U. S. which would serve purposes of Cuban Government, and there are reasonable grounds to believe that such data is to be or has been conveyed to any agency or representative of Cuban Government.
- (2) Based on overt acts or statements or other evidence, there are reasonable grounds to believe loyalty of individual would lie with Cuban Government in event of armed conflict between Cuba and U. S.
- (3) Alien of Cuban nationality or holding Cuban citizenship who (a) is likely to foster, encourage, or promote policies, programs, or objectives of Cuban Government, or collaborate with Cuban Government or (b) is likely to engage in or attempt to engage in acts of espionage, sabotage, or other activities detrimental to U. S. defense. Take into consideration (a) participation in organizations supporting Castro regime, (b) participation in picket lines formed in support of Cuban Government, or (c) contacts with Cuban agents operating in U. S. on behalf of Cuban Government.

- (4) In all instances there must be clear showing, by overt acts or statements or other evidence, that there has been continuing sympathy for aims and objectives of Cuban Government since 10-1-60. Citizenship status must be clearly established.
- c. Pro-Cuban activity  
All individuals in security index under basic criteria (item 3a, above) should be tabbed "Pro-Cuban" if by their activities and sympathies they warrant special consideration in event of limited emergency involving Cuba and U. S. This tabbing includes Cubans and non-Cubans who have engaged in activities in support of Cuban Government or pro-Castro groups. For this tabbing, submit FD-122 to Bureau with notation "Pro-Cuban" typed opposite words "Miscellaneous (specify)." Attach page containing concise summary of facts supporting recommendation. Security index cards sent to field on such subjects contain letter "C" on left side of card at beginning of second line. These cards are not kept in "Cuban" special section but are tabbed with metal tabs.
- d. Evaluating interviews for security index status  
(1) Positive statement to interviewing Agents clearly indicating adherence to doctrines, aims, or purposes of revolutionary organization or front organization shall be considered overt act.  
(2) Other than above, interviews are not factors in making determination as to security index; e.g., lack of cooperation or partial cooperation are not factors.
- e. Effect of resort to fifth amendment  
Department has advised resort to fifth amendment by witness appearing before governmental body should be considered overt act within security index criteria (1) when subject was asked directly concerning present membership in subversive organization and (2) when question calls for response as to past membership in organization in those cases in which available information would seem to bring subject within criteria except for overt act within required period.
- f. Activity in Nation of Islam and other black nationalist extremist groups  
Department has advised Nation of Islam constitutes potentially dangerous instrumentality in event of national emergency; statements and activities of individuals in Nation of Islam indicating anarchist and revolutionary beliefs should be considered in making judgment as to whether or not member should be in security index. Give particular attention to developing and reporting such statements, including violent and revolutionary statements made by other members in subject's presence. Statements should be reported in detail. Apply these instructions to other black nationalist extremist groups.
4. Recommendations for and preparation of security index cards
- a. SAC must personally recommend inclusion in and removal of any name from security index except in offices having more than 1,000 security index subjects, where recommendations can be made by SAC, ASAC, or Bureau-approved security supervisor.
- b. Where potential dangerousness of subject has been established, office of origin is to submit recommendation to Bureau on form FD-122, in triplicate. Forward original and copy to Bureau, and place copy in subject's file. Nothing should appear on FD-122 which is not in subject's file. FD-122 has two uses: (1) to recommend subject for security index and (2) to submit changes for existing cards. Submit abstract when recommending subject for security index but no abstract for additions, deletions, or changes.
- c. When FD-122 is submitted to recommend subject for security index, attach additional page or pages setting out succinct summary of facts on which recommendation based. Facts must be in sufficient detail to support recommendation, including justification for designated priority level for apprehension. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must show pertinent data of subject's activities.

- d. If, at conclusion of investigation, subject is not being recommended for security index, set out brief summary statement in appropriate closing communication showing reasons.
  - e. Current summary report must be submitted to Bureau when subject is being recommended for security index. If case is pending because of outstanding leads, set out additional lead to follow authorization of security index card by Bureau and, if approved, to disseminate copy of report to Secret Service. If case would otherwise be closed, place in pending-inactive status with lead to follow authorization by Bureau and, if approved, disseminate copy of report to Secret Service and then close case administratively.
  - f. Recommendations for security index should not be delayed because of absence of background or descriptive data. Submit recommendation with current report and retain in pending status to obtain missing items.
  - g. Subjects missing or out of country may be recommended for security index. FD-122 should include data required for unavailable section.
  - h. When FD-122 is submitted recommending subject of Chinese extraction, include words "Other - Chinese" under race. When recommending person not of Chinese extraction but who has definite sympathies for Communist China, include under "Miscellaneous" following statement: "sympathetic to Communist China."
  - i. If Bureau approves recommendation, security index cards will be prepared. Copy of FD-122 will be returned stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." These cards should be filed in security index as outlined below. Place returned copy of FD-122 in subject's main file. (Offices with geographical breakdown by residence and employment will receive extra card.)
  - j. When cards are received from Bureau, check data for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards which are stapled to back of two security index cards. File one of these cards in geographical section (except special section and unavailable section cards). File other in duplicate security index maintained away from headquarters city. Third security index card is filed in alphabetical section.
5. Content and appearance of security index card
- a. Data to appear on face of card  
When complete, face of security index card should contain following information. If any items are missing, case should be continued pending to obtain necessary information. Set forth under each item are possible categories in which subject may be classified and code letters which should be placed in appropriate space on form FD-122. Code letters should appear on security index cards received from Bureau.
    - (1) Name and aliases  
Full and correct name and aliases of subject
    - (2) Race
 

White and Caucasian	W
Negro	N
Chinese	C
Others	O

 (All others, including Orientals (except Chinese), American Indians, etc.)
    - (3) Sex
 

Male	M
Female	F
    - (4) Citizenship
 

Native born	NB
Naturalized	NA
Alien	AL

 (If unknown, space should be left blank, but status should be ascertained and submitted by FD-122.)

- (5) Organizational affiliation or nationalistic tendency
- |   |     |
|---|-----|
| American Socialist Clubs                | ASC |
| American Workers' Communist Party       | AWC |
| Anarchist                               | ANA |
| Black Nationalist                       | BNT |
| Black Panther Party                     | BPP |
| Communist Party, USA                    | COM |
| Johnson-Forest Group                    | JFG |
| Minutemen                               | MIN |
| Nation of Islam                         | NOI |
| Nationalist groups                      |     |
| advocating independence for Puerto Rico | PRN |
| Progressive Labor Party                 | PLP |
| Proletarian Party of America            | PPA |
| Revolutionary Action Movement           | RAM |
| Socialist Workers Party                 | SWP |
| Spartacist League                       | SPL |
| Student National Coordinating Committee | SNC |
| Students for a Democratic Society       | SDS |
| Workers World Party                     | WWP |
| Bulgarian                               | BUL |
| Cuban                                   | CUB |
| Czechoslovakian                         | CZE |
| Hungarian                               | HUN |
| Romanian                                | ROM |
| Russian                                 | RUS |
| Yugoslavian                             | YUG |
- (6) Priority designation
- |              |       |
|--------------|-------|
| Priority I   | P I   |
| Priority II  | P II  |
| Priority III | P III |
- (7) Top functionary designation (where applicable)
- |                 |    |
|-----------------|----|
| Top functionary | TF |
|-----------------|----|
- (8) Special section cards
- |                                 |     |
|---------------------------------|-----|
| Atomic energy program employees | AEP |
| Cuban special section           | CUB |
| Espionage subjects              | ESP |
| Foreign government employees    | FGE |
| Pro-Tito subjects               | YUG |
| United Nations employees        | UNE |
| U. S. Government employees      | GOV |
- (9) Unavailable section cards
- |                |    |
|----------------|----|
| Missing        | MI |
| Out of country | OC |
| Imprisoned     | PR |
- (10) Date and place of birth
- (11) Key facility geographical reference number (obtained from Department of Defense Key Facilities List) and abbreviation denoting agency having security responsibility
- (12) Residence address
- (13) Employment address and any additional data deemed necessary to assist in locating subject in emergency. Labor union affiliation, if any.
- (14) Field office file number
- b. Data to appear on separate attached card
- (1) Place following data on separate card attached to reverse side of security index card being filed in geographical, special, or unavailable sections. Cards contain printed captions for recording descriptive data which can be augmented if necessary.

- (a) Complete description
  - (b) Notation that security index flash notice has been posted in Identification Division
  - (c) Photograph, with date taken. It is to be most current or best likeness of subject.
  - (d) Dangerous characteristics of subject, including notation if subject possesses firearms
  - (e) Other data which will assist in apprehension, such as directions to residence or employment when these are unusual, number of minor children and aged dependents
- (2) If descriptive data have not been obtained, case must be kept pending. Upon posting of security index flash notice, field will be furnished FBI number and fingerprint classification which should be affixed to reverse side of security index cards filed in geographical, special, and unavailable sections.
- (3) Use FD-186 to report information for separate card attached to back of security index card. Case Agent should fill in form and forward to clerical employee designated to post information. Thereafter, file FD-186 in case file. FD-186 may be used to record information that subject has been physically observed and to note descriptive data.

#### 6. Arrangement of security index

##### a. At Bureau

Entire index is maintained on IBM tabulating cards. Security index cards are printed by automatic data processing and transmitted to field. An alphabetical breakdown of true names and all aliases of subjects is also maintained at Bureau for administrative purposes.

##### b. In field office

Active security index in each field office is maintained in four sections: geographical, alphabetical, unavailable, and special sections. Complete set of each field office's security index is also maintained away from headquarters city in same manner as geographical section with unavailable and special section cards filed in back.

##### (1) Geographical section

After receipt of three security index cards from Bureau and after necessary data have been added to two cards, file one in geographical section of index (except special section and unavailable section cards) and one in duplicate set maintained away from headquarters city. Geographical section is broken down by residence address in accordance with needs of each office. Where logical, it should be broken down by state, county, city, and, if needed, into boroughs or suburbs and precincts. Cards are filed alphabetically under each geographical breakdown. Cards in this section will be withdrawn and used by Agents should apprehension of subjects become necessary.

Cards will show "unknown" residence for (a) subjects whose addresses are not known but prompt location within division is expected and (b) subjects whose location in another division is in process of verification. File these cards in breakdown designated "Verification Pending." With Bureau authority, offices covering large industrial areas may set up second geographical section and file cards by subjects' employment. Depending on time of day apprehensions are initiated, geographical-employment or geographical-residence section may be used.

##### (2) Alphabetical section

File duplicate card alphabetically in this section; there is no other breakdown. Alphabetical card is control card. If card is withdrawn from geographical section for apprehension, make notation on alphabetical card.



(3) Special section

Retain cards on individuals in following categories in special section for reasons stated. Maintain special section in subsections as follows:

- (a) Espionage subjects  
When apprehension of subject will destroy chances of penetration and control of operating espionage parallel or destroy chances of penetration and control of "sleeper" parallel
- (b) U. S. Government employees  
So their identities can be readily determined and consideration given to each before apprehension is ordered
- (c) Atomic energy program employees  
Because their apprehension must be cleared with Atomic Energy Commission representatives to avoid interference with atomic energy work
- (d) Foreign government employees  
So consideration may be given to each on basis of relations then existing between U. S. Government and country involved
- (e) United Nations Secretariat and other international organization employees  
Because State Department must be notified after such apprehensions take place. This category includes U. S. citizens and immigrants or stateless persons not holding diplomatic visas and not having protection of International Organization Immunities Act.
- (f) Pro-Tito individuals  
Because such individuals, although pro-Marxist-Leninist, adhere to Tito form of communism and it is not possible to predict whether Tito would become aligned with Russia in event of open hostilities or would align himself on side of U. S. This does not include members of communist groups who from time to time make statements in support of Tito, but only individuals, particularly those of Yugoslav birth or descent, whose support of Tito is clear and unequivocal regardless of Yugoslavia's foreign policies.
- (g) Cuban  
So that, in event of emergency involving Cuba and U. S., special handling may be afforded those subjects on index solely on basis of pro-Castro affiliations, activities, or sympathies. (Security index cards denoting such contain code "CUB" on line 1.)

FD-122 recommending individuals in one of above categories should include words "Special Section" typed in upper right portion. Type proper category in space after "Miscellaneous (Specify)."

Cards for special section bear appropriate code letters in upper right portion designating proper subsection. When cards of subjects in these categories are received from Bureau, check for accuracy, place required additional data on two, and file alphabetically in appropriate subsection of special section. File third card in alphabetical section. Never file special section cards in geographical section.

When subject no longer comes within one of categories of special section, submit FD-122 with words "Remove from Special Section" typed in space provided after "Miscellaneous (Specify)." If card should be placed in unavailable section, add "Place in Unavailable Section" in this space. When new cards are received from Bureau, destroy old cards. Special section card shall indicate priority level for apprehension, although it is not contemplated that subjects in this section will be apprehended under mass apprehension program. Cases will be given individual attention and subjects will not be apprehended in absence of specific Bureau instructions.

## (4) Unavailable section

Security index cards of individuals who are missing, out of the country, or are imprisoned are retained in unavailable section, broken down into three subsections headed by tabs, as follows:

## (a) Missing subjects

Subjects are not to be included in unavailable section as missing immediately upon determination they are no longer at previously known places of residence or employment. Action required in instructions for missing subjects must be taken prior to placing subject in unavailable section. If subject is missing, word "Missing" is typed in space provided on FD-122 after "Miscellaneous (Specify)."

## (b) Subjects out of country

Place cards for subject who have departed from U. S. or Puerto Rico for foreign country in this subsection unless cards should be cancelled in accordance with instructions below under permanent departure.

Investigation of subject not yet in security index may be in progress at time subject departed for foreign country. If facts otherwise warrant security index action, submit FD-122 recommending inclusion in unavailable section.

If subject is out of country, type words "Out of Country," in space provided on FD-122 after "Miscellaneous (Specify)." If foreign address known, place it on FD-122 in space provided. If subject is only known to be in certain foreign country or is only known to be traveling abroad, include this on FD-122. If subject's current employment abroad is known, include on FD-122.

Follow case of any security index subject who is out of country at least once each year for verification of address and to determine if subject has returned. Place appropriate stops with Immigration and Naturalization Service to be advised of subject's return.

## (c) Imprisoned subjects

Place cards of imprisoned security index subjects in unavailable section. Type word "Imprisoned" in space provided on FD-122 after "Miscellaneous (Specify)." Show identity of institution in which subject is incarcerated in space provided for residence. Arrange with confining institution to be informed of subject's release. Set up-tickler for date shortly prior to expected release to verify release. After release, determine whether subject should be retained in security index.

When submitting recommendation for unavailable section, include words "Unavailable Section" in upper right portion of FD-122. Do not include former residence or former employment on cards of subjects who are missing, out of country, or imprisoned. Cards for unavailable section shall bear code letters in upper right portion designating proper subsection. Upon receipt of three cards from Bureau, check for accuracy, place required additional data on two, and file alphabetically in appropriate subsection. File third card in alphabetical section. When a missing subject is located or subject who has been out of country has returned or imprisoned subject released, submit FD-122 showing current residence and place of employment. Type words "Remove from Unavailable Section" in space provided after "Miscellaneous (Specify)." If card is to be placed in special section, "Place in Special Section - Espionage (or Foreign Government Employee, etc.)" should be added. When new cards are received from Bureau, check for accuracy and place description and photograph, if available, on two of three cards. File these cards in geographical or special section (where applicable) and file other card in alphabetical section. Destroy old cards.

When subject in unavailable section is located in another division, submit FD-128 to Bureau and new office of origin. Type "Remove from Unavailable Section" in space to right of addresses. Bureau will send new security index cards to new office of origin.

(d) Exception - re special section  
Special section subjects who are unavailable are maintained in special section rather than unavailable section. When special section subject is out of country, imprisoned, or missing, submit FD-122 with appropriate unavailable category designated. New cards will be prepared. Upon receipt of amended cards from Bureau, file two in special section and one in alphabetical section.

(5) Inactive section

Each office shall maintain inactive section in its security index to contain cards of subjects who were in active security index when inducted into armed forces.

Upon learning of induction, submit letter to Bureau advising branch of service and date and place of induction. If there is pertinent information which has not been set forth in report, prepare report and forward by letter advising of subject's induction. Bureau will furnish appropriate intelligence agencies with pertinent information and request notification of subject's discharge from service.

Place geographical cards for such subjects in inactive section and destroy alphabetical cards.

Set up administrative tickler for each subject in inactive section. Each six months make appropriate inquiry to determine if subject has been discharged. Make such checks locally, through pretext inquiries if necessary. If information is not obtainable locally, submit letter requesting check of office covering records of appropriate service.

When subject in inactive section has returned to civilian status, determine whether his activities warrant inclusion in active security index. If so, submit FD-122 completely filled out as if initial recommendation is being made, and submit current report. If not, furnish Bureau reasons for not reactivating security index card. In either case, cancel inactive card.

7. Periodic verification of addresses

- a. Data on security index cards shall be up to date at all times.
- b. Whereabouts of all security index subjects should be known at all times. Check residence and business addresses of subjects in priority I at least once each three months. Residence and business address of all other security index subjects must be checked at least once each year, except those imprisoned and those in security index because of disaffection for U. S. (see section 105G). Residence and employment of latter must be verified every 90 days. Case of any subject who is out of country must be followed at least once every year to determine if he has returned.

Arrange to be advised on current basis of any indication subject is engaged in subversive activities, is exhibiting violent tendencies, or plans to change residence or employment. Checks to verify residence or business addresses may be made under pretext by telephone once each six months for priority I subjects and once every two years for all others.

- c. Physical characteristics and description of each security index subject shall be determined or verified by personal observation and noted in case file. If not observed previously, do so during next verification of addresses.

- d. Use FD-154 when it will facilitate verifying addresses. When FD-154 is not used, notation should be made on last FD-154, FD-122, or FD-128 in subject's file showing addresses and date verified. Each time residence and employment verified, reevaluate case to assure subject is still within criteria. Make notation in file to this effect.
  - e. If residence or business address or both have changed, submit FD-122 to Bureau showing only changes to be made. Also submit to Bureau FD-366 for dissemination to Secret Service. Advise Secret Service locally by FD-366.
  - f. Handle verifying addresses of security index subjects by reopening and assigning cases for verification and closing administratively when accomplished. In priority I and II cases, conduct verification of residence and employment when preparing reports and include therein. In priority III cases, record verification of residence and employment on FD-154 and place in case file.
8. Changes, additions, and deletions of data on security index cards
- a. Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, priority designation, date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility, residence or business address. Exception: Change office of origin by FD-128.
  - b. Temporary handwritten notations may be made on existing cards pending receipt of corrected cards from Bureau.
  - c. Set out only items being changed, added, or deleted. If being deleted, specify "Delete."
  - d. Upon receipt from Bureau of corrected card with copy of FD-122, take following action:
    - (1) Check accuracy of data on cards.
    - (2) Transfer separate cards with descriptive data and photograph from back of old geographical section cards to corrected cards, and file in geographical section. Exception: For special or unavailable section subjects, see instructions for these sections.
    - (3) File third card in alphabetical section.
    - (4) Destroy old cards.
9. Movement of subjects between offices
- a. Subjects of security index cards
    - (1) Assign immediately requests from other offices to verify addresses of subjects and transmit results within two weeks.
    - (2) New office furnish old office information concerning key facility employment of subject so that geographical reference number, agency having security responsibility, and interested agencies can be included on FD-128 submitted by old office of origin.
    - (3) Office of origin, upon verification of address, immediately submit FD-128 transferring office of origin.
    - (4) Submit original and one copy of FD-128 to Bureau. Submit two copies to office covering new address, enclosing copies of all previous reports, other pertinent serials, photograph if available, and security index cards. Show full title and priority designation.
    - (5) Where flash notice has been placed with Identification Division, note on FD-128 and designate extra copy of FD-128 for Bureau for attention of Identification Division.
    - (6) Old office of origin will submit current report in priority I and II cases and succinct LHM in priority III cases. In latter instance, yellow file copy of LHM in old office of origin must include notations indicating exact location of all original information set forth in LHM.

Do not delay submission of FD-128 solely for preparation of report or LHM, but note on FD-128 that appropriate communication is being prepared. Old office of origin is responsible for furnishing Secret Service locally with subject's new residence and business address. Case will remain pending in both old and new offices until report or LHM is submitted by old office. New office of origin is responsible to follow matter until completed.

- (7) New office of origin is to review pertinent material received with FD-128 and information in its files to determine if additional investigation is warranted. If not, advise Bureau by letter case is being closed.
- (8) Upon receipt of FD-128, office covering new address is origin and should place office file number on security index cards and file them in its security index.
- (9) Upon receipt of new cards from Bureau with copy of FD-128, new office is to transfer information from reverse side of old geographical cards to two new cards, appropriately file new cards, and destroy old cards.
- b. Top functionaries  
Above-described mechanics of transferring cases also apply to top functionaries. Additional procedures in this category are:
  - (1) Notification to Bureau of deletion of subject as top functionary in old office of origin is handled by designation in space provided on FD-128 that subject was top functionary.
  - (2) Upon receipt of FD-128, new office of origin shall automatically designate subject top functionary and keep case pending. After investigation is completed and summary report has been submitted by old office, case may be placed in pending-inactive status. Within three months, new office is to conduct investigation, submit report, and advise Bureau concerning continued designation as top functionary.
- c. Subjects tabbed for priority  
Security index card shall continue to be tabbed for priority apprehension in new office of origin until that office determines that priority designation is not warranted under provisions set forth below.
- d. Subjects not included in security index
  - (1) Transfer office of origin by FD-128 only upon verification by another office of subject's presence in that division. Enclose copies of all investigative reports and other pertinent serials to new office of origin.
  - (2) New office of origin is to investigate or advise Bureau case closed if no action warranted.
10. Cancellation and removal of cards from active security index  
SAC must personally recommend removal of any name from security index except in offices having more than 1,000 security index subjects where recommendations may be made by SAC, ASAC, or Bureau-approved security supervisor.
  - a. Death of subject  
Destroy card and advise Bureau by LHM.
  - b. Permanent departure  
Upon learning of subject's departure from U. S. or Puerto Rico for foreign country, immediately ascertain conditions of departure for foreign country. No security index card shall be cancelled by reason of such departure unless subject is alien who has permanently departed and whose departure has been verified. If U. S. citizen who has been out of country has renounced his citizenship and taken citizenship of foreign country, security index card may be cancelled only after it has been determined he does not intend to return to U. S.
  - c. Imprisonment of subject  
Do not cancel security index cards because subject imprisoned, regardless of length of time he will be incarcerated. Place cards in unavailable section and handle as set forth under imprisoned subjects above.
  - d. Induction of subject into armed forces  
Place security index cards in inactive section and follow procedure set forth above under inactive section.
  - e. Security informants  
Security index card may be destroyed upon receipt of Bureau authority to designate person security informant. In requesting Bureau authority to designate individual as security informant, call attention to security index card and recommend cancellation.

- f. Subject no longer dangerous or potentially dangerous  
Frequently information is received or investigation develops that subject is no longer threat to internal security by reason of physical condition, defection, or expulsion from subversive movement. Such defection may be shown by lack of activity and obvious disinterest over extended period or declaration of opposition to principles of subversive movement.

When there is sufficient information regarding subject's present sympathies to conclude he should no longer be considered dangerous, request authority for interview or advise Bureau why subject should not be interviewed. Bureau will not cancel security index card without consideration being given to interview. If, upon interview, subject proves cooperative, advise Bureau by letter and recommend cancellation.

- g. Subjects removed from security index solely upon basis of application of security index criteria, with no affirmative indication of defection

With passage of time, limits specified in security index criteria will operate to remove subjects even though there is no affirmative indication of defection. When recommending such removal, consider if facts warrant inclusion of subject in section A of reserve index. Following procedures are for subjects not being recommended for inclusion in section A of reserve index:

- (1) When subjects are removed from security index solely on basis of application of criteria, retain security index cards bearing descriptive matter on reverse sides; i.e., cards previously filed in geographical, special, or unavailable sections. Destroy cards previously filed in alphabetical section. Those offices maintaining two sets of geographical cards should retain only one card.
- (2) Mark "cancelled" across face of each card retained and file in reserve index, section B.
- (3) Above instructions do not apply to individuals removed from security index based upon activity in Nation of Islam. Their cards should be destroyed.

11. Priority apprehension program

a. Purpose

Some security index subjects, because of their training, violent tendencies, or prominence in subversive activity, would be more inclined or more capable of committing acts against U. S. in time of national emergency than others. Such subjects must be immobilized in least possible time. Individuals in security index tabbed priority I, and possibly priority II, would be arrested first in event of limited but grave emergency, probably without arrest of other subjects. In all-out emergency, consideration for apprehension will be given to all subjects. Decision as to priority of apprehension should be based on subject's subversive activities and revolutionary tendencies.

b. Priority tabbing

- (1) Each security index subject should be considered for priority I tabbing who falls within following categories:
  - (a) All top functionaries
  - (b) All individuals considered to be hard-core national and state leaders of basic revolutionary organizations and leaders of other subversive organizations and unorganized groups and individuals who have indicated propensity for violence and/or have received special training in sabotage, espionage, and/or guerrilla warfare, or have engaged in underground operations
  - (c) Individuals employed in or having access to key facilities

- (2) Security index subjects considered for priority II  
All individuals who are considered to be of second level leadership of basic revolutionary organizations and other subversive organizations and individuals who present significant threat but are in less influential positions than those in priority I
  - (3) All other security index subjects will be tabbed priority III.
  - c. Recommendations for priority tabbing
    - (1) Approval of SAC  
Designation of each subject as to priority or any change in priority must be personally approved by SAC, or in office having more than 1,000 security index subjects by SAC, ASAC, or Bureau-approved security supervisor.
    - (2) When FD-122 is submitted recommending either tabbing for priority or change in such tabbing, attach additional page setting forth brief summary of facts supporting recommendation.
  - d. Administrative procedures  
Take following action to assure security index cards will be readily available for emergency action:
    - (1) Geographical section  
Divide geographical section into three parts.
      - (a) Cards for subjects tabbed priority I
      - (b) Cards for subjects tabbed priority II
      - (c) Cards for subjects tabbed priority III
      - (d) In offices having two geographical sections, i.e., geographical-employment and geographical-residence, each section must have parts I, II, and III.
      - (e) Priority cards will be following colors:  
Priority I - beige, priority II - green, priority III - white
    - (2) Alphabetical section  
Alphabetical section is broken down into two groupings. First group includes priority I and II cards. Second group contains priority III cards
  - e. Tabbing of cards  
Tab alphabetical cards on subjects designated "Pro-Cuban" with metal tab.
12. Individuals employed in or having access to key facilities
- a. Responsibility  
FBI is responsible by Presidential directive to advise interested Federal agencies of developments affecting plants having armed forces contracts, as well as other facilities, utilities, and critical points of transportation and communications systems which have been designated vital to national defense by Department of Defense. FBI is responsible under Delimitations Agreement for investigating employees of private contractors who have contracts with agencies of Department of Defense where there is credible subversive information concerning employee. Conduct thorough investigation and consider for security index any individual employed in or having access to key facility who is alleged to have been, at any time in past, member of any basic revolutionary organization or against whom there is sufficient other subversive information to warrant such action.
    - (1) Requests for investigation from another agency  
When another agency requests investigation of individual employed in key facility, institute investigation immediately if basis of request so warrants, and advise Bureau.
    - (2) Verification of key facility status  
Check Department of Defense Key Facilities List (maintained in each office) for verification that subject's place of employment is included.
    - (3) Individuals denied access to restricted information  
Intelligence agencies of armed forces frequently report individual has been denied clearance to work in defense plant or to handle classified or restricted information. Intelligence agency is responsible for furnishing Bureau with any information involving

disloyalty or subversiveness. Office receiving such notification must ascertain promptly basis for denial and obtain all pertinent data contained in file of agency responsible for such action. Forward data to Bureau and include in next report submitted. Where no investigation has been conducted by Bureau, open security investigation if information warrants.

b. Inclusion in security index

In recommending key facility employee for security index, FD-122 is to contain:

- (1) Key facility geographical reference number
- (2) Abbreviation for Department of Army (A), which has been designated agency having security responsibility for all key facilities
- (3) Abbreviations for other agencies known to have classified contracts with key facility. Interested agencies are identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards.
- (4) Recommendation for priority I designation

c. Dissemination

Upon receipt of allegation concerning key facility employee from source other than interested intelligence agency, immediately furnish by letter to interested agency (1) summary of allegation and information concerning individual; (2) a statement that information is unsubstantiated and has not been verified through investigation; (3) advice as to whether security investigation is being conducted and, if so, that copies of reports will be furnished upon completion. With exception noted below, disseminate information of derogatory security nature concerning persons employed at facilities holding classified contracts both to interested intelligence agencies and to Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio 43215, attention Chief, Adjudication Division (advise interested intelligence agency of dissemination to DISCO). This includes persons who may not currently be key facility employees but are known to hold industrial security clearances. Exception involves facilities holding classified contracts with Atomic Energy Commission (AEC). Dissemination to AEC is made only at Bureau.

These instructions do not apply to allegations of espionage or those of confidential character not ordinarily disseminated. Such information of direct interest to other intelligence agencies should be submitted to Bureau expeditiously with request that Bureau consider dissemination.

Disseminate copies of reports for Marine Corps locally to Naval Investigative Service Office (NISCO). Dissemination to Defense Atomic Support Agency (DASA), Research and Development Board (RDB), and Maritime Administration (MA) is made only at Bureau.

d. Status of cases

After all investigation is conducted, place in pending-inactive status. Make case pending-active 45 days before report due and check with armed services representative at key facility or with other reliable sources to determine whether subject has access to classified or restricted material.

e. Reports

See Manual of Rules and Regulations, part II, section 4D, item 2a, (6), and section 4M, item 4, for instructions concerning synopsis and classification of reports in key facility cases. Synopsis must set forth employment and statement that subject has or has not access to classified or restricted material.

13. Top

a. General

Purpose is to select for special attention individuals of key importance to subversive movement.



## b. Definition

Top functionary is individual who is on high-policy level in CPUSA, other subversive organizations, or unorganized groups, to whom it is necessary to give continuous investigative attention because of his importance. Term "top functionary" does not require that individuals actually hold official positions in organizations but is given broad construction to include others of equal importance because of their influence in movement itself, or their position and activities outside movement in labor, front, or similar organizations. Consider black nationalist extremists whose importance justifies continuous investigative attention.

## c. Manner of designation

Prior Bureau authority necessary to designate subject as top functionary. Top functionaries are to be in priority I and reports are submitted annually.

## d. Regulations governing handling of top functionaries

## (1) Designation and deletion of top functionary status

Handle by letter to Bureau containing brief statement of reason for designation or deletion.

## (2) Photographs

Obtain photographs for each top functionary. Send two copies (one for Secret Service) to Bureau, either by cover letter or as enclosure to report. Maintain copy in subject's file. If album of top functionary photographs maintained, keep duplicate in subject's file.

## (3) Handwriting specimens

Obtain suitable handwriting specimens of each top functionary. When possible, obtain specimens from public records, law enforcement agencies, and similar sources. Send specimens to Bureau under separate cover letter by registered mail for attention of FBI Laboratory. When they may be of value as evidence, so state in transmittal letter and request their return after copies have been made. Specimens should be sufficient to permit future comparisons by Laboratory.

## (4) Security index cards

Request preparation by FD-122 at earliest possible moment.

## (5) Change of office of origin

FD-128 changing office of origin on top functionary automatically deletes him as top functionary in old office and adds him as top functionary in new office.

## (6) Reports

Character - Internal Security - (followed by appropriate letter designating organizational affiliation or nationalistic tendency)

## e. Maintenance of list

Each office must maintain current list of top functionaries.

14. Correlation of other investigations with security index and reserve index
- Individuals investigated by Bureau under any classification against whom subversive information is developed must be considered for security index and/or reserve index. This includes espionage, foreign intelligence, applicant-type, and security of Government employees (SGE) investigations. When individual previously investigated under SGE classification is security index subject and is still employed by Federal Government or is being considered for Federal employment, use dual character of "Security of Government Employees" and character of security case in reports to insure routing to proper field and Bureau desks for supervision. Use standards prevailing for SGE reports. Disseminate these reports as any other security report. Advise representatives of other agencies requesting reports of SGE investigation to direct request to their headquarters for referral to Bureau.

## [ H. REPORTS ON INDIVIDUALS

## [ 1. General

[ Cases of all security index subjects must be reopened for preparation of  
[ reports following schedule below. Critically analyze each case in light  
[ of security index criteria each time it is reopened and brought up to date.

## [ 2. Schedule of submission of reports

[ a. Priority I - annually

[ b. Priority II - annually

[ c. Priority III - initial report must be summary. Subsequent informa-  
[ tion may be furnished by LHM. Each office is responsible to insure  
[ all pertinent developments are furnished Bureau.

## [ 3. Origin

[ Office covering territory in which subject's subversive activities occur

## [ 4. Classification

[ a. 100 - for individuals affiliated with basic revolutionary and front  
[ organizations of Marxist ideology

[ b. 105 - for member of Puerto Rican nationalist groups or others having  
[ foreign nationalistic tendencies

[ c. 157 - Nation of Islam and other black nationalist subjects

## [ 5. Title

[ Only one subject shall be carried in title of each report. Separate  
[ reports must be submitted for each subject regardless of relationship;  
[ i.e., husband and wife, father and son, etc.

## [ 6. Character

[ a. Top functionaries

[ Internal Security (or Racial Matters, if subject is black nationalist) -  
[ followed by letters designating organizational affiliation or nation-  
[ alistic tendencies. Examples:

Internal Security - C

Internal Security - SWP

Racial Matters - NOI

[ b. Others

[ Security Matter - followed by letters designating organizational  
[ affiliation or nationalistic tendencies. Examples:

Security Matter - C

Security Matter - SWP

Security Matter - X (native fascist)

Security Matter - M (miscellaneous)

[ When subject is deleted as top functionary, change character from in-  
[ ternal security to security matter in next communication. Communica-  
[ tions regarding subjects employed in key facilities should have "Key  
[ Facility" in character. Communications regarding CPUSA National  
[ Committee members should have "National Committee" in character.  
[ Black nationalist investigations and racial matters should have  
[ character as set out in section 122, volume IV, of this manual.

## [ 7. Status

[ Carry cases as pending until all active investigation has been conducted.  
[ Thereafter, status shall be as follows:

[ a. Top functionaries

[ Pending inactive. Submit reports annually. Place case in pending-  
[ active status 45 days prior to date report due.

[ b. Key facility cases

[ Pending inactive. See instructions under individuals employed in or  
[ having access to key facilities.

[ c. Other security index subjects

[ (1) Closed

[ (a) Follow by administrative tickler to insure submission of  
[ periodic reports according to priority designation. If,  
[ following investigation, no subversive data is developed  
[ and information consists only of verification of residence  
[ and employment and negative contacts with sources, sub-  
[ mit FD-400 in lieu of report setting forth identities of  
[ informants and sources contacted and any pertinent admin-  
[ istrative data. Also submit FD-305 properly executed.  
[ Open case 45 days prior to date report due.

- (b) Priority III cases must be opened for verification of residence and employment on annual basis. Review case file for any necessary action including re-evaluation of subject's status, or possible redesignation as priority I or II.

When pertinent information is submitted to Bureau for dissemination, FD-305 and FD-376 should accompany cover communication.

- d. Subjects recommended for security index
  - (1) Pending inactive  
If all active investigation completed at time FD-122 forwarded to Bureau, set forth lead to follow for security index approval and dissemination of report to Secret Service.
  - (2) Closed  
After security index approved and dissemination to Secret Service, follow by administrative tickler for periodic report.
- e. Subject not being recommended for index  
Closed - prior to closing, comply with instructions pertaining to interviews.

8. Content

- a. Include following and handle under topical headings where appropriate.
  - (1) Background
    - (a) Birth data
    - (b) Citizenship status
    - (c) Education
    - (d) Marital status
    - (e) Military service record (domestic or foreign, including type of discharge, citations, etc.)
    - (f) Identification record
    - (g) Employment
    - (h) Residence
    - (i) Status of health (if known)
  - (2) Connections with Communist Party, other basic revolutionary groups, front groups, black nationalist extremist groups, and/or other subversive organizations or unorganized groups
    - (a) Information concerning admission into revolutionary group, including sponsors, etc.
    - (b) History of activity in, attendance at meetings of, and positions held in subversive movement
  - (3) Revolutionary statements by subject
    - (a) Determine each statement and full details surrounding it.
    - (b) Determine all statements showing adherence to principles of Marxism-Leninism or other revolutionary doctrines.
  - (4) Other activities indicating furtherance of program of subversive organizations
    - (a) Speeches and writings
    - (b) Organizational directives and/or educational outlines signed by or issued by subject, or issued while subject was officer of organization
    - (c) Pertinent contacts between subject and leaders of organizations
    - (d) Details concerning subject's attendance or connection with subversive training schools
  - (5) False statements made by subjects, including aliases  
Evidence may be obtained from passports, tax returns, and voting, marital, employment, and selective service records.
  - (6) Miscellaneous  
Pertinent items not falling under above categories
- b. Reports on individuals should be confined to:
  - (1) Proof of membership and activity in basic revolutionary organizations, front organizations, and/or other organizations or unorganized groups

- (2) Position and importance of subject in subversive movement
- (3) Pertinent background information  
Include only information pertinent to determining whether or not subject is engaged in subversive activities. Set out date or period to which it pertains; e.g., John Doe advised on January 15, 1970, that subject attended CP meetings in January, 1965, in Syracuse, New York.

c. Summarizing information

- (1) When prior summary reports are not suitable for dissemination, include all pertinent information in current summary report with sources fully protected.
- (2) Repetitious and cumulative items may be limited to representative number with each item set forth fully documented. Number of items will depend upon preponderance of other information showing dangerousness of subject. Base selection on need to report sufficient data to justify continued detention of subject if apprehended.
- (3) When selection of representative number of items is made, follow with summary statement that source advised during specified period of time subject also attended certain number of other meetings. (Set out file number and serial range in documenting such statements.)
- (4) Where there is extensive activity in subversive organizations, it is permissible to use narrative statements without exact dates of activity; however, show period of time involved and inclusive dates of informant reports. Do not use this type reporting in Smith Act of 1940 or ISA-50 cases. Summary statements must be statements of facts and not conclusions. Information from different sources must be reported separately.
- (5) Above instructions do not lessen responsibility for reporting all pertinent items.

9. Administrative data - cover pages

a. General

References to following administrative items should be in cover pages accompanying reports:

- (1) Reserve index, security index, file numbers and titles of other cases, priority apprehension program, top functionary status, security index flash notices (FD-165), FD-122, FD-128, and non-investigative information
- (2) When report contains data affecting subject's existing security index card, FD-305, appropriately checked, should be last page of cover pages. This form provides checklist for various items regarding security index.
- (3) Attach FD-305 to cover communication submitting LHM in priority III cases.

b. Documentation of reports

- (1) Complete documentation of all reports is required. This also applies to LHMs submitted in priority III cases.
- (2) If information necessary for complete documentation is not in subject's file, review other office files, as needed. If not obtainable, so state in cover pages.
- (3) Do not conduct extensive investigation to locate sources who previously furnished background information for purposes of documentation or to obtain documentary evidence of background information. For example, if previous investigation revealed subject, according to reliable records, such as birth, school, or Immigration and Naturalization records, was born at certain place on certain date, report it without further verification.

- (4) Office preparing summary report may include information originally obtained by another office but may not have necessary documentation. If office preparing report has copies of documents obtained by another office and identity of source, date of activity, date received, and receiving Agent are known, it is not necessary to obtain file number of original. Pertinent documentation, other than file number, should be obtained from auxiliary office.
  - (5) When report includes references to known subversives who have associated with subject, identify source of characterization in cover pages without further documentation.
  - (6) When it is necessary to obtain thumbnail sketch, place in thumbnail sketch file so it will be readily available for future use.
10. Channelizing memoranda -- destruction of  
Channelizing memoranda may be destroyed following submission of reports. Copies of informant's statements designated for 100 classification files of informants may be destroyed when one year old. (See instructions for destruction of channelizing memoranda in Manual of Rules and Regulations, part II, section 3D, item 8.)

## I. DISSEMINATION OF DATA DEVELOPED IN SECURITY INVESTIGATIONS

### 1. Policy

Proper utilization of information received is foremost among Bureau's responsibilities. Information obtained during investigations should be forwarded to other interested agencies in executive branch unless there are compelling reasons not to do so. Delimitations Agreement and Presidential directives provide for dissemination to other agencies which have present or potential interest information relating to espionage, sabotage, subversive activities, and related matters.

### 2. Bureau requirements

Because all conceivable situations cannot be anticipated, data below pertains to representative situations which occur frequently. Basic rule is that security information must be furnished promptly to interested agencies in executive branch. Term "interested agency" must be interpreted in light of reason and common sense. Bring any unusual situations to Bureau's attention promptly for consideration.

Considerations affecting national defense in Alaska, Hawaii, and Puerto Rico necessitate broadest possible construction to requirements for dissemination to intelligence services in those areas. See Manual of Rules and Regulations, part II, section 5, pertaining to Bureau's overall responsibilities, policies, and exceptions in dissemination.

#### a. Members of armed forces

Delimitations Agreement between FBI and armed forces intelligence agencies (see section 102B, volume IV, of this manual) requires each agency to exchange freely and directly with other subscribing agencies all information of mutual interest. Any information developed concerning members of military services must be referred immediately to appropriate military branch having primary responsibility, even though allegations have not been fully resolved or verified. Specifically point out in such instances that information has not been verified. When it is determined security subject is member of armed services, discontinue investigation immediately, advise Bureau, and disseminate pertinent reports locally to appropriate intelligence agency. Dissemination regarding military personnel is not confined to subjects of security investigations but extends to any subversive data developed against member of armed services during FBI investigations. If member of armed forces has been in contact with security subject or any individual or group with security implications, immediately advise appropriate local intelligence service, even though security aspects of contact have not been resolved. Point out in such instances that information is unverified and transmit any additional developments immediately.

- Determine during security investigations whether subjects have any close relatives in armed forces. Promptly call such associations to attention of appropriate military intelligence services, together with pertinent data, including reports, on subjects involved. Evaluation of these associations lies entirely within province of military intelligence services, but Bureau must disseminate this information immediately upon receipt. Advise Bureau by letter concerning any subversive contacts or information developed concerning military personnel, including statement as to local dissemination and enclosing LHM setting out subversive data.
- b. Aliens and naturalized citizens  
Furnish information concerning aliens and naturalized citizens which might have bearing on their deportation or denaturalization to Immigration and Naturalization Service (INS). If in doubt, disseminate.
  - c. Employees of or persons having regular access to key facilities or employees of plants having contracts with military services  
See instructions in this section concerning individuals employed in or having access to key facilities.
  - d. Employees of public utilities (including state and municipal facilities) which are not on key facilities list or otherwise in item c, above, and facilities which are or may become engaged in manufacture of materials vital to national defense  
Disseminate locally to Army and other intelligence services if their interest is apparent.
  - e. Individuals on inactive duty who are members of or hold commissions in reserve branches or National Guard  
Disseminate locally to appropriate military intelligence service.
  - f. Seamen and subjects employed in maritime industry, including long-shoremen and water-front employees  
Disseminate locally to Coast Guard and, when circumstances dictate, to other interested intelligence agencies, including NISO.
  - g. Employees of Federal Government within purview of Executive Order 10450  
No dissemination of reports in security of Government employees cases may be made in field. If, however, subject is employed in key facility, furnish copies of reports bearing dual character, "Security of Government Employees; Security Matter - C," to appropriate intelligence agencies of armed services. Instructions regarding dissemination to Defense Industrial Security Clearance Office, Defense Supply Agency, Columbus, Ohio, appear in this section of this manual under individuals employed in or having access to key facilities - dissemination. Instructions regarding all phases of FBI responsibilities under Executive Order 10450 are in section 19, volume II, of this manual.
  - h. Individuals who own property or reside in immediate vicinity of installation or other premises under cognizance of branch of armed services  
Disseminate locally to intelligence service of military branch involved.
  - i. Airmen issued certificates by Federal Aviation Administration (FAA)  
FAA issues certificates to airmen, defined as persons in command or acting as pilot, mechanic, or member of crew in navigation of aircraft while under way; individuals directly in charge of inspection, maintenance, overhauling, or repair of aircraft, aircraft engines, propellers, or appliances; and any individual serving in capacity of aircraft dispatcher or air-traffic control tower operator. Furnish to Bureau subversive data concerning such persons by report or LHM. In cover communication, recommend such data be furnished to FAA. Dissemination will be made only at Bureau. For additional instructions regarding dissemination to FAA, see Manual of Rules and Regulations, part II, section 5.

## j. Dissemination to Secret Service

Under agreement between FBI and Secret Service concerning Presidential protection dated 2-3-65 (set out in entirety in section 102, volume IV, of this manual), reports are disseminated to Secret Service in all security index cases. Furnish Bureau extra copy of reports in these cases.

- (1) Secret Service must be advised of reason or reasons for referral; that is, statement of class or classes in appendix B of agreement which applies to subject. Use FD-376, which serves as letter of transmittal for both local and SOG dissemination. Forward original and one copy to Bureau. Maintain copy in case file and upon transfer of origin, furnish copy to new office of origin. Be certain individual is properly categorized. When subject is being recommended for security index, withhold dissemination pending Bureau approval only if subject is in category 3 of agreement. Make prompt dissemination of information developed on subjects other than those in category 3.
- (2) If subject of prior investigation is being recommended for security index, do not disseminate prior reports. Prepare LHM containing pertinent information previously developed and disseminate to Secret Service with current report. Forward copies of LHM to Bureau for SOG dissemination.
- (3) FD-376 should accompany LHM submitted in priority III cases.
- (4) After initial dissemination to Secret Service in security index cases, as changes occur in residence and employment, advise Secret Service locally and furnish two copies of LHM, containing reference to previous communication disseminated to Secret Service, to Bureau for SOG dissemination. FD-366 may be used for this purpose.
- (5) When reporting changes in residence and/or employment of Chinese and Cuban aliens on security index, disseminate to Secret Service, advise INS locally, and furnish four copies of LHM to Bureau for SOG dissemination. Copy furnished INS locally and two copies furnished Bureau should reference last communication to INS.
- (6) For instructions pertaining to dissemination to Secret Service in matters involving threats against President, refer to section 134B, volume IV, of this manual.
- (7) Upon transfer of office of origin in these cases, old office of origin is to furnish Secret Service locally with subject's new residence and business address and advise Bureau this has been done by submission of two copies of LHM disseminated locally. New office of origin need take no action regarding dissemination to Secret Service until further changes occur in subject's status or preparation of next periodic report.

## k. Dissemination at Bureau

There are situations in which dissemination is made only at Bureau. Do not disseminate information to any field branch of another Government agency where security measures are inadequate. In these instances bring data to immediate attention of Bureau for SOG dissemination. In addition, Atomic Energy Commission receives reports only through Bureau. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including State Department, only at SOG.]

locate subjects are not to be submitted. The Bureau will closely follow investigative action to locate missing security index subjects.

- II. If you receive indications that the subject went to Mexico or Canada, request the Bureau to alert other appropriate Government agencies to this possibility and to determine any available verifying information through liaison channels.
- III. If the subject is reported to have gone to any other foreign country, the Washington Field Office should be requested to check the records of the Passport Office of the State Department for verification.
- IV. When all logical leads have been exhausted in the case of a missing important functionary, consideration should be given to circularizing all field offices with the subject's photograph and background information for the purpose of alerting the entire field to the identity of the subject. Bureau authority must be obtained before circularization is made. In seeking Bureau authority, advise the Bureau as to the position held by the subject and what efforts have already been made to locate him.

If this procedure is to be effective, its application must necessarily be restrictive in the number of subjects to which it is applied. Therefore, requests to circularize must be made only after every possible lead has been exhausted and then only in the cases of the most important missing functionaries.

- (4) Individuals traveling abroad (Also consider section 105G, volume IV, of this manual.)

When information is received indicating that [(1) a subject of a current security investigation; (2) a subject whose name is included in agitator index or priorities I or II of security index, or (3) where information available indicates a subject of a past security investigation may be a "sleeper" or in an underground capacity, or where current information otherwise would indicate a need to effect foreign coverage,]

intends to travel abroad or has already departed this country for foreign travel, take following action:

- (a) Immediately advise the Bureau by letterhead memorandum setting forth complete available details concerning the foreign travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, the exact name under which the passport was issued, the number of the passport, and the office issuing the passport, if known. Include in the letterhead memorandum a full description of the subject, including all aliases, and in the case of Chinese and Korean subjects Chinese telegraphic code and Korean telegraphic code numbers, as well as a concise resume of available subversive data regarding the subject. Do not delay in advising the Bureau of the actual or intended travel while developing the details of the travel as time is of the essence in this matter.
- (b) Set out a lead for the Washington Field Office for a check of the records of the Passport Office, Department of State; however, do not limit efforts to develop above information to a check of such records.



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- (D) When the office of origin for a security index or reserve index A subject against whose identification record a notice has been placed is changed, form FD-128 submitted to change office of origin should show that a security flash notice has been posted with Identification Division. An extra copy of form FD-128 should be specifically sent to Identification Division in order that its records will show new office of origin to which future records will be submitted.
- (E) Cancel a security flash notice when (1) it is learned that subject of such is deceased or (2) such subject is determined to be no longer of security interest. Do not cancel security flash notice when a subject is removed from security index solely by application of security index criteria.

## (j) Physical description

- I. Obtain and report a detailed physical description.
- II. During the course of the initial investigation in any security-type case, including espionage and nationalistic tendency cases, the physical characteristics and description of the subject shall be determined or verified by personal observation. It is not necessary to observe personally the subject of any case where preliminary investigation determines the basis for opening the case is unfounded.
- III. The subject should be personally observed, if possible, early in the investigation after it is determined that a complete investigation is warranted to develop the extent of a subject's subversive activities and to consider whether the subject's name should be added to the security index. This action should be taken in the course of developing background information to determine the true identity and existence of the subject and to assist in establishing that the subject of the investigation is the person against whom the subversive allegations have been made. Each subject should be personally observed whenever a complete security investigation is conducted even though a security index card is not being recommended at the completion of the investigation.
- IV. Do not delay the submission of form FD-122 recommending the addition of a subject's name to the security index even though it has not been possible to observe personally the subject if it has been determined through investigation that the subject is dangerous or potentially dangerous.
- V. If a security index card is not being recommended after all logical investigation has been conducted and it has not been possible to observe personally the subject during the investigation, the case may be closed even though this has not been done. If a security index card has been recommended and prepared and it has not been possible to personally observe the subject, the case shall remain open until such time as the subject is personally observed, except when it has been determined that the subject is residing outside the U. S. or Puerto Rico, in which event the case may be closed if there is no other pending investigation and the matter should be followed administratively to be certain that the subject is personally observed upon his return to this country.

## (k) Photograph

- I. Reasonable efforts should be made during the investigation of a security subject to obtain a photograph of the subject through usual sources.
- II. Cases on security index subjects are to be maintained in a pending status until such time as a suitable photograph is obtained unless circumstances dictate otherwise, in which case the Bureau should be advised. Once a photograph has been obtained, continue to be alert for the existence of more recent photographs which may become available.
- III. [Forward a copy of photographs of security index subjects to the Bureau for dissemination to U. S. Secret Service headquarters.]

(B) During first contact, interviewing Agent will introduce himself as a Special Agent of FBI by use of credentials or badge and will open conversation by using an appropriate pretext or by reciting Bureau's responsibilities in security field and asking subject whether he can be of assistance to Government. If individual has been a member of a basic revolutionary organization and indicates he might cooperate, he may be questioned during initial contact about his own activities in order to further ascertain extent to which he will cooperate. This original interview is for sole purpose of allowing Agent to determine whether individual being interviewed might be cooperative.

(e) Prior Bureau authority

- I. Subjects of active current investigations where no interview with prior Bureau authority has previously been conducted
  - II. Closed cases where subject is on security index and no prior interview has been conducted
  - III. Subjects of investigations requested by Bureau, both open and closed, such as applicant-type cases, loyalty cases, etc.
  - IV. Any persons where circumstances indicate a delicate situation exists and a greater than usual risk is involved, such as individuals employed in newspaper field, educational field, radio and television industry, religious field, publishing houses, labor leaders, and the like. Bureau authority must be requested with respect to situations of this kind even though prior interviews have been had with these interviewees.
  - V. Security subjects who have publicly disclosed previous contacts
  - VI. Subjects of section A reserve index cards
- In any of the above cases, no report need be submitted when requesting Bureau authority to interview a subject of a security investigation. This does not relieve you of responsibility of submitting reports in security cases when due.
- VII. Request for Bureau authority for interview should be set forth in first paragraph of letter [after reference] and unless you are recommending a special manner or procedure for conducting interview, paragraph should contain following statements:

"Bureau authority is requested to interview subject in accordance with existing instructions relating to interviews of security subjects. If this subject is cooperative, no affirmative steps will be taken during the initial interview to direct his activities and complete background investigation required by section 107C of the Manual of Instructions will be conducted and Bureau will be requested to authorize recontact with subject as a PSI."

Form FD-336 contains above statement and may be used in requesting Bureau authority for interview.

Above statement in no way precludes interviewing Agents during initial contacts and recontacts from obtaining all subversive information subject is willing to furnish or other data which will assist in determining his potentialities as an informant.



- VIII. Letters requesting Bureau authority for the interview must contain the following information, if available:
- (A) Residence address, occupation, employment and race of subject, date and place of birth, citizenship, and status of health
  - (B) Marital status. If married, the occupation, employment, and race of the spouse.
  - (C) Length of time subject a member of or affiliated with subversive organizations and positions he held in such organizations. In cases in which investigation is based on some allegation or circumstances of a security nature other than membership in or affiliation with subversive organizations, facts upon which investigation is predicated should be briefly set forth.
  - (D) If married, information indicating the spouse is or has been a member of or affiliated with subversive groups, the position held in such groups, and the length of time of such membership or affiliation.
  - (E) Membership or affiliation of any other close relatives in subversive groups
  - (F) Information regarding defection, expulsion, inactivity, and present sympathies of the subject and, if married, of the spouse
  - (G) What is expected to be gained by the interview
- IX. In each letter, pertinent information, if available, regarding the seven items listed above must be set out under the appropriate number but the above headings need not be restated. If no pertinent data is available regarding any of the items, you should make the appropriate comments after the respective number.
- X. All letters requesting Bureau authority to interview the subject of a security investigation must be personally approved by the SAC.
- XI. One of the required copies of the letter to the Bureau should consist only of the first page of the letter. When unnecessary for Bureau to issue specific instructions or comments in connection with authorizing an interview, the Bureau will approve the request by placing an appropriate rubber-stamp impression on the single-page copy of the incoming letter and return it by routing slip.
- XII. Upon receipt of Bureau authority, the interview must be conducted within [45] days. If this is impossible, advise Bureau of the reasons why the interview was not effected and state that the subject will be contacted within the next [45] days. At the end of the second [45-day] period if the interview has not been conducted, request additional authority. Include in the letters any new information bearing upon the advisability of conducting the interview.
- (f) Preparations for and conduct of interviews
- I. Interviews must be conducted by two Special Agents. An Agent experienced in security investigations who has knowledge of Bureau regulations regarding development of informants must conduct the actual interrogation. Approach need not be made by both Agents at the same time and one Agent may observe from a secure distance. Background of subject and individual circumstances will determine exactly how approach should be handled in each case. Two Agents should be physically present during any interview or contact with known or suspected Nation of Islam members in all types of Bureau cases.
  - II. Preparations for interview must be thorough and conducted so that interviewing Agents will not be compromised, the Bureau will not be embarrassed, and confidential informants will not be exposed.

- XI. Inform subjects connected with labor unions that Bureau is not interested in employee-employer relations and is concerned only with obtaining information on infiltration of labor unions by subversive elements.
- XII. Furnish no information and make no statements to a person being interviewed which might later be used to embarrass Bureau. Agents should not allow themselves to be interviewed by interviewee or to be placed in a position of answering questions instead of asking them.
- XIII. Terminate immediately an interview if subject proves to be hostile or uncooperative on initial contact.
- XIV. Exploit a subject's knowledge to utmost if he is found to be willing to furnish information of value.
- XV. Questions asked of a subject being interviewed should be so worded as to require an admission or denial of all pertinent items of subversive information developed during prior investigation unless to do so would expose investigative techniques or security informants.
- XVI. A cordial and friendly attitude alone on part of a subject should not be construed as evidence of cooperation insofar as potential dangerousness is concerned when he fails to admit or furnish substantially same subversive information verified through previous investigation.
- XVII. Inform subject that we are interested in interviewing him in great detail and arrange to conduct interviews over as extended a period of time as necessary to develop matter fully. Conduct necessary investigation or research to verify or add to what is being developed on interview. Request information from other offices or Bureau to assist in interview if needed.
- XVIII. Reduce information obtained to a signed statement if subject willing that this be done.
- XIX. Determine willingness to testify to information furnished in possible future Federal proceedings.
- XX. Consider possibility of developing these individuals as informants. If possibility is apparent, pursue matter with view to establishing subject as a reliable source in subversive movement with which he has been connected.
- XXI. When no information is developed during course of an interview which would affect a subject's status, submit results thereof in letter form immediately following interview and also in next report submitted in case. At least one report will be submitted in each case in which a subject is interviewed with Bureau authority. In case of an individual employed in or holding a sensitive position enumerated in 87D 6b (7) (e) IV above, results of all interviews must be submitted promptly in report[or letterhead memorandum]form; [depending on priority designation,] until such time as he begins to cooperate as a security informant or a source.
- XXII. Report information regarding subject's admissions of his own subversive activities and associations and set forth a statement to effect that he did or did not furnish information regarding subversive activities of others.
- XXIII. Report statements of denial regarding subject's subversive activities developed through prior investigation and follow by a brief summary statement of past subversive activity which is being denied by subject.

XXIV. Letter transmitting results of an interview must contain:

- (A) A definite statement or conclusion of interviewing Agents as to cooperativeness of subject
- (B) Whether information furnished by him coincides substantially with information developed against him
- (C) Reasons for the conclusions
- (D) Statement as to subject's availability as a potential witness and evaluation of subject's potential as an informant or confidential source
- (E) Further contacts contemplated
- (F) Recommendation that security index card be canceled when it is determined from statements furnished by a security index subject regarding his subversive activities and associates, considered with other known information and factors, that subject is no longer to be considered dangerous to internal security in time of an emergency

XXV. Above instructions shall not preclude immediate interview of subject of a security-type investigation who contacts a Bureau representative and expresses a desire to furnish information concerning subversive activities. They do not apply to an interview of a person once he is an established informant or confidential source.

XXVI. Reinterviews with security index subjects should be considered on a systematic basis. This may be done by considering a recontact when it is necessary [to review case or submit appropriate periodic communication to Bureau.]

(g) Maintenance of file on defected subjects

- I. A dead file should be maintained for reference purposes in those offices having sufficient volume of security work to justify such action.
- II. Copies of memoranda designated for individual case files should be routed to this file. Such memoranda to contain:
  - (A) The background of the defectee
  - (B) Type of information he may furnish
  - (C) Period covered by this data

- (D) Whether or not defector available for interview by all Agents
- (E) Whether he is in position to testify and willing to do so

- III. Do not include information concerning security informants for security reasons.
- IV. Proper maintenance of this file will be useful in identifying persons who may be in a position to furnish information of value in the future and will obviate necessity of extensive file reviews in this connection.
- V. A special index may be used for this file if desirable. If used, it should contain cards filed alphabetically indicating names, times, and places defectors were in a subversive movement and a brief description of information available from them. Break index down geographically and subdivide by years if desirable.

## 7. Administrative procedures

### [a. Reserve index

#### (1) Purpose

The reserve index is designed to represent those persons who, in the light of ever-changing conditions, should be continually borne in mind from the standpoint of the security of the country with a view toward possible investigation, interrogation, or action under the security index program. This index may serve as an administrative aid and working index containing a central repository of the names of individuals having sympathy for or affiliation with the Communist Party or other basic revolutionary organizations.

#### (2) Individuals to be included

This index is to contain names of individuals when, following investigation, the information does not justify the inclusion of the subject's name in the security index when there is evidence of:

- (a) Membership in a basic revolutionary organization subsequent to January 1, 1949, together with some indication of sympathy or association with such an organization or a subversive front organization subsequent to the reported membership and no reliable evidence of defection
- (b) Investigation has failed to substantiate allegations of membership in a revolutionary organization within the past five years, coupled with some evidence or information indicating activity, association, or sympathy for the subversive cause within the same period, and no reliable evidence of defection.
- (c) The individual, within the past five years, by his associations, writings, financial support, or conduct in relation to and support of subversive organizations or the international communist movement is in a position to influence others at the time of a national emergency and no reliable evidence of defection.
- (d) Leadership or substantial activities in a major subversive front group over three years ago, together with some evidence of continuing activity, association, or sympathy for the subversive cause within three years and no reliable evidence of defection
- (e) Membership in a subversive front organization within the past three years and no reliable evidence of defection

## (3) Arrangement

This index is to be maintained[by each field office]in two sections, section A and section B. Each section will be maintained alphabetically on 5- by 8-inch cards.

## (a) Section A

Section A of reserve index is designed to represent a special group of individuals who should receive priority consideration with respect to investigation and/or other action following apprehension of security index subjects.

I. Section A should include those individuals whose subversive activities do not bring them within security index criteria but who, in a time of national emergency, are in a position to influence others against national interest or are likely to furnish material financial aid to subversive elements due to their subversive associations and ideology. Include in this section those individuals meeting standards for inclusion in reserve index and who fall within following categories:

- (A) Professors, teachers, and educators
- (B) Labor union organizers or leaders
- (C) Writers, lecturers, newsmen, entertainers, and others in mass media field
- (D) Lawyers, doctors, and scientists
- (E) Other potentially influential persons on a local or national level
- (F) Individuals who could potentially furnish material financial aid

II. Inclusion[or deletion]of names in reserve index (section A)[must be approved by SAC.

- (A) Reserve index (section A) will be maintained strictly by each field office. When a subject's name has been deleted from security index, consideration should be given to including his name in reserve index (section A). Upon approval by SAC for inclusion of an individual's name in section A of reserve index, two cards will be made, one card to be filed in your office and one card to be filed away from headquarters city at same location as extra set of security index cards is now stored.]

(B) [Deleted]

III. Field office file of a reserve index A subject should be reviewed whenever informant information or other information is channeled to file. A determination should be made as to whether additional investigation is warranted and whether current information is sufficient for inclusion in reserve index.

IV. Changes, additions, and deletions of data appearing in section A of reserve index cards

- (A) Changes in data appearing on section A reserve index cards should be forwarded to clerk in each field division handling these cards.]
- (B) [Deleted]
- (C) Changes in office of origin are to be handled by submission of form[FD-128.] Forward section A cards to new office of origin. [Where necessary, pertinent information should be forwarded to new office of origin through preparation of a succinct letterhead memorandum which will be forwarded by appropriate cover communication.]
- (D) In preparing a succinct letterhead memorandum for purpose of transmitting pertinent information to new office of origin, yellow file copy for office preparing this memorandum must contain notations as to exact location of all original information contained therein. Statements should be included in cover communication transmitting succinct letterhead memorandum indicating that original source information has been noted on office file copy.]

(b) Section B

- I. This section is to contain names of all other individuals included in reserve index. This section is to be maintained only in field office. File of a reserve index B subject should be reviewed whenever informant information or other information is channeled to file. A determination should be made at that time as to whether additional investigation is warranted.
- II. Changes in office of origin are to be handled by submission of form[FD-128 as set forth concerning section A of reserve index.] Forward section B cards to new office of origin.

## (4) Content

- (a) Each card in section A and section B should contain, as a minimum, the following:
- I. Name and aliases
  - II. Race
  - III. Sex
  - IV. Organizational affiliation or nationalistic tendency
  - V. Citizenship
  - VI. Residence
  - VII. Employment
  - VIII. Birth data
  - IX. Office file number
  - X. Letters "SS" if dissemination has been made to Secret Service in accordance with instructions in section 134B, item 2, volume IV, of this manual

- (b) In addition, membership and position or association in a subversive group or groups, together with source and date of information, may be added.

## (5) Removal and deletion of cards

- (a) Destroy cards on individuals who subsequently become security informants or sources or who subsequently become subjects of security index cards.

- (b) [Deleted]

## b. Security index

## (1) Purpose

- (a) Security index cards are prepared and maintained by Bureau to serve as operational guide for apprehension of persons deemed dangerous or potentially dangerous to internal security of country in event of a national emergency.
- (b) It shall contain names of all persons who have been determined through investigation to be dangerous or potentially dangerous because of their membership in or affiliation with or espousal of doctrines of basic revolutionary organizations and/or front organizations or who are black nationalist extremists and who will be apprehended upon receipt of instructions from Attorney General.
- (c) It shall include subjects of espionage investigations and any other type of Bureau investigation provided their activities bring them within scope of security index criteria.
- (d) Action shall be taken against individuals included in security index only upon authorization of warrants of arrest by Attorney General.

- (e) Names shall be included in security index only when investigation has established and reports show sufficient facts and evidence to justify inclusion of each subject in security index.
  - (f) Contents of security index must be accurate and correct at all times. Matters pertaining to its preparation and maintenance must be given preferred, expeditious, continuous, and detailed attention.
  - (g) Matters pertaining to security index are strictly confidential and are not to be mentioned or alluded to in investigative reports.
  - (h) General operation and content of security index must not be discussed by field personnel of Bureau without prior Bureau authority.
  - (i) Matters pertaining to security index may be discussed with duly qualified representatives of other Federal intelligence agencies only on a strictly confidential basis and only in instances in which an individual subject of prime interest to one of these services is involved.
- (2) Determination of dangerousness of an individual
- (a) The dangerousness of a member or affiliate of a subversive organization does not necessarily depend entirely upon his personal characteristics, such as aggressiveness or a disposition to violence. Although these factors must be taken into consideration in evaluating an individual's potential dangerousness, other factors are essential in making this determination. An individual's dangerousness also depends upon contribution he has made or is making in advancement of principles and aims of subversive movement with which he is connected or his subversive potentialities in event of a national emergency. Bear in mind that a subject active in a subversive organization is not merely an isolated individual but is a part of an organization of which the purposes are opposed to best interests of U. S. An individual's loyalty to a subversive organization and the principles thereof is a primary factor to take into consideration in evaluating his potential dangerousness; however, regardless of evidence of subversive affiliation, all evidence developed during course of a security investigation must be carefully weighed for purpose of determining whether subject's activities depict him as a potentially dangerous individual in time of a national emergency. Factors having a bearing upon an individual's potential dangerousness are numerous and will vary in each case in degree. Among such factors are:
    - I. Long continued membership in a subversive organization
    - II. Affiliation with or attendance at training schools, especially leadership schools
    - III. Frequent or regular attendance at organizational meetings and functions
    - IV. Subscriptions to publications of a subversive organization
    - V. Possession of or continued study of revolutionary literature
    - VI. Preparation or distribution of subversive propaganda and/or literature
    - VII. Holding positions in subversive organization or in other organizations of a front character which indicate confidence of such organizations in his loyalty
    - VIII. Espousal of a subversive doctrine exemplified in his acts and utterances



- (b) Where potential dangerousness of a subject has been established and inclusion of that subject in security index is warranted, office of origin shall submit a recommendation for inclusion in security index by submitting form FD-122 to Bureau. Form must be prepared in triplicate. Forward original and one copy to Bureau and place one copy in subject's investigative case file.

Nothing should appear on FD-122 or subsequently on security index card which is not in subject's case file. Form FD-122 has two uses: (1) to recommend a subject for inclusion in security index and (2) to submit changes to data which appears on face of security index cards already existent.

Proper selection should be made in opening paragraph option. FD-122 is submitted with abstract when used to recommend subject for inclusion in security index and without abstract when used to indicate additions, deletions, or changes in data appearing on existing cards.

- (c) When form FD-122 is submitted to Bureau recommending inclusion of a name in security index, attach additional page or pages setting out a succinct summary of facts on which recommendation has been based. Facts must be in detail to clearly show soundness of recommendation. Complete justification for designated priority level for apprehension must be included. Statements of conclusion are not enough and original sources must be characterized as to reliability. Summary must contain pertinent dates of subject's activities.
- (d) When, at conclusion of investigation, subject's name is not being recommended for security index, set out a brief summary statement in appropriate communication closing case showing reasons for decision.
- (e) Security index cards shall be recommended by and maintained by office of origin only.
- (f) A current[summary]report must be in possession of Bureau when subject is recommended for security index.
- (g) To assure that subject recommended for security index will receive proper attention, case shall be kept in pending or pending-inactive status until security index card has been received from Bureau and filed in office security index. If case continues in pending status because of outstanding investigation, reports shall carry a lead to follow authorization of security index card by Bureau and if approved to disseminate a copy of report to Secret Service in addition to other leads. If outstanding investigation has been completed and case would otherwise be closed upon submission of report and form FD-122, case shall be placed in pending-inactive status with lead to follow authorization of security index card by Bureau and if approved to disseminate copy of report to Secret Service. In latter instance, upon receipt of security index card and following local dissemination to Secret Service, case may be closed administratively.
- (h) Recommendation for security index card should not be delayed because of absence of information concerning race, sex, citizenship, date and place of birth, or description where security index card is warranted. In such instances, recommendation for card should be submitted with a current report and case retained in pending status with active investigation continuing to determine missing items of information.

- (i) Subjects missing or out of country may be recommended for the security index provided instructions set forth in 87D 6b (3) and (4) are followed. Forms FD-122 submitted on subjects should include data required in 87D 7b (6) (b) IV below.
- (j) When form FD-122 is submitted recommending a security index card be prepared on a subject who is of Chinese extraction, the words "Other - Chinese" must be included in the space on the form calling for a statement as to the subject's race. When form FD-122 is submitted recommending that a security index card be prepared on a person who is not of Chinese extraction but who has shown definite sympathies with Communist China, the form should include under "Miscellaneous" a statement to the effect "sympathetic to Communist China."
- (k) Upon receipt of form FD-122 at Bureau, the case of the subject will be reviewed and if recommendation of field is concurred in, security index cards will be prepared. Duplicate copy of form will be returned to office of origin stamped "Security Index card approved and prepared, three copies attached. Place description and photograph on reverse side of Geographical card. Cards should be filed in your Security Index." The three cards shall be filed in security index as outlined below. The returned copy of FD-122 shall be placed in subject's main investigative case file. Offices with a geographical breakdown by residence and employment will receive an extra card.
- (1) When security index cards are received from Bureau, data thereon must be checked for accuracy. Cards will be complete except for description and photograph. Descriptions and photographs are maintained on separate cards of similar size to security index cards which are stapled to back of two of the cards. One card will then be filed in the geographical section of office security index (except special section cards and unavailable section cards - see 87D 7b (6) (b) III and IV below), and one card shall be filed in the duplicate security index maintained away from headquarters city. The other card is filed in alphabetical section of security index. No information shall be permanently added, deleted, or changed on face of security index card without complying with instructions set forth below under 87D 7b (8).
- (5) Content and appearance of security index card
  - (a) Data to appear on face of card
 

When complete, face of security index card should contain the following information. If any of items enumerated in I through XIV are missing at time the security index card is made, the case should be continued as pending and investigation conducted to obtain the necessary information. Set forth under each item below are possible categories in which subject may be classified, together with code letters which should be placed in appropriate space on form FD-122 when sending form to Bureau recommending security index card be prepared. Code letters should subsequently appear on security index cards received from Bureau.

    - I. Name and aliases
 

The full and correct name and aliases of the subject must be contained on the security index card. When the true name of a subject or any aliases are changed, added, deleted, or are found to be incorrect, form FD-122 must be submitted showing the correct data to be placed on the security index card.
    - II. Race
 

White and Caucasian	W
Negro	N
Chinese	C
Others	O

(All others including Orientals (except Chinese), American Indians, etc.)

- III. Sex  
Male M  
Female F
- IV. Citizenship  
Native born NB  
Naturalized NA  
Alien AL  
(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)
- V. Organizational affiliation or nationalistic tendency  
American Socialist Clubs ASC  
American Workers' Communist Party AWC  
Anarchist ANA  
Black Nationalist BNT  
[Black Panther Party BPP]  
Communist Party, USA COM  
Johnson-Forest Group JFG  
Minutemen MIN  
Nation of Islam NOI  
Nationalist groups advocating independence for Puerto Rico PRN  
Progressive Labor Party PLP  
Proletarian Party of America PPA  
Revolutionary Action Movement RAM  
Socialist Workers Party SWP  
Spartacist League SPL  
Student National Coordinating Committee SNC  
Students for a Democratic Society SDS  
Workers World Party WWP  
Bulgarian BUL  
Cuban CUB  
Czechoslovakian CZE  
Hungarian HUN  
Romanian ROM  
Russian RUS  
Yugoslavian YUG
- VI. Priority designation  
Priority I P I  
Priority II P II  
Priority III P III
- VII. Top functionary designation (where applicable)  
Top functionary TF
- VIII. Special section cards  
Atomic energy program employees AEP  
Cuban special section CUB  
Espionage subjects ESP  
Foreign government employees FGE  
Pro-Tito subjects YUG  
United Nations employees UNE  
U. S. Government employees GOV
- IX. Unavailable section cards  
Missing MI  
Out of country OC  
Imprisoned PR
- X. Date and place of birth
- XI. Key facility geographical reference number obtained from Department of Defense Key Facilities List and abbreviation denoting agency having security responsibility for key facility (where applicable)
- XII. Residence address

XIII. Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.

XIV. Field office file number

(b) Data to appear on separate attached card

- I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.
  - (A) Complete description
  - (B) Notation that security index flash notice has been submitted for posting in Identification Division
  - (C) Photograph, with date taken placed below. This photograph is to be the most current or best likeness of subject.
  - (D) Dangerous characteristics of subject, including notation if subject possesses firearms
  - (E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special, and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The 5- by 8-inch security index cards are printed by automatic data processing and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

should be completely filled out just as if a first recommendation is being made, and submitted with a current report. If not, the Bureau should be advised of the reasons for not reactivating his security index card. In either case, cancel the inactive card.

(7) Periodic verification of addresses

- (a) The data recorded on security index cards shall be in an up-to-date status at all times.
- (b) The whereabouts of all security index subjects should be known at all times. The residence and business addresses of security index subjects in priority I must be checked at least once each three months. The residence and business addresses of all other security index subjects must be checked at least once each [year], except those imprisoned and those who were included in the security index because of disaffection for the U. S. (defection to a Sino-Soviet-bloc country, including Cuba since 10-1-60) (see section 105G, item 3, volume IV, of this manual). The residence and employment of those who were included in the security index because of disaffection for the U. S. must be verified every [ninety] days. The case of any security index subject who is out of the country must be followed at least [once each year] to determine if he has returned to this country.

Perfect arrangements to be advised on a current basis of any indication that the subject is engaged in subversive activities, is exhibiting violent tendencies, or plans to change his residence or employment. Periodic checks to verify residence or business addresses may be made under appropriate pretext by telephone once each six months for those individuals in priority I and once [every two years] for all other subjects. Pretext means may be utilized during other periodic checks conducted either personally or through appropriate sources.

- (c) The physical characteristics and description of each security index subject shall be determined or verified by personal observation and the individual case file of each security index subject shall show that this has been done. If a security index subject has not been personally observed previously, this should be done during the next verification of the subject's residence and/or business addresses.
- (d) Use form FD-154 in verifying addresses of security index subjects when its use will facilitate the checking of the addresses. When FD-154 is not used in verifying addresses, a notation must be made on the last FD-154, FD-122, or FD-128 in the subject's case file showing the subject's current residence and business addresses and the date such addresses were verified. This must be done to assure that the file will contain all information concerning the status of the case and that the file will come to the attention of the Agent or field supervisor to determine if additional action is warranted at the time of the verification of addresses. Each time that a security index subject's residence and employment are verified, the case must be reevaluated to assure that the subject is qualified for inclusion in the security index under the criteria for such inclusion. A notation to the effect that the case has been reviewed for this purpose shall be made in the file.
- (e) If it is determined that the residence or business address or both have been changed from those appearing on the security index card, FD-122 should be submitted to the Bureau with the current residence or business address shown thereon. In such instances, FD-122 should show only the changes to be made on the security index card. FD-122 should be accompanied by form FD-366 for dissemination to Secret Service. Secret Service should be advised locally by dissemination of FD-366.

- (f) Project of verifying addresses of security index subjects shall be handled by reopening and assigning cases for verification and closing cases administratively upon accomplishment of verifications. [In priority I and priority II security index cases, verification of residence and employment should be conducted at time of submission of investigative reports and should be included therein. I. In priority III security index cases, verification of residence and employment should be recorded on FD-154 and placed in case file. Such information may be included in letterhead memorandum when prepared.]

(8) Changes, additions, and deletions of data appearing on security index cards

- (a) Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, priority designation, date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility (see 87D 7c (2) below), residence or business address. Exception: Change office of origin by form FD-128.
- (b) Insertion or removal of cards from special section or unavailable section should be handled pursuant to 87D 7b (6) (b) III or IV.
- (c) Temporary handwritten notations may be made on existing security index cards pending receipt of corrected cards from Bureau.
- (d) Indicate use of FD-122 for changes by checking proper opening paragraph and submit without abstract.
- (e) Set out only items being changed, added, or deleted. If being deleted, specify "Delete."
- (f) Upon receipt from Bureau of corrected security index cards with duplicate copy of FD-122 (stamped "Corrected Security Index cards attached. Substitute for cards in file and destroy old cards. Place photograph and description on reserve side of geographical cards."), action to be taken includes:
- I. Check accuracy of data on cards.
- II. Transfer separate cards with descriptive data and photograph from back of old geographical section cards to back of corrected cards, staple them, and file in geographical section. Exception: For special or unavailable section subjects, see 87D 7b (6) (b) III or IV above.
- III. File third card in alphabetical section of security index.
- IV. Destroy old cards.

## (9) Movement of subjects between offices and transfers of security index cards

## (a) Subjects of security index cards

- I. Requests to verify addresses of security index subjects from other offices must be assigned immediately and results of investigation to verify new address must be transmitted to office of origin within two weeks.
- II. Office of origin, upon receipt of verification of address, should submit FD-128 immediately transferring office of origin. Forms regarding unavailable section subjects should be prepared in accordance with 87D 7b (6) (b) IV above.
- III. Submit original and one copy of FD-128 to Bureau. Submit two copies thereof to office covering subject's new address, enclosing copies of all previous reports, other pertinent serials, photograph if available, and security index cards. FD-128 should show full title and priority level designation.
- IV. Information concerning key facility employment of subject in new office should be furnished by that office to old office of origin so that geographical reference number, agency having security responsibility, and interested agencies can be included on FD-128 submitted by old office of origin.
- V. Where security index flash notice has been placed with Identification Division, notation to that effect must appear on FD-128 and extra copy of FD-128 must be specifically designated for Bureau marked for attention of Identification Division so that those records will show new office controlling existing security index flash notice.
- VI. Old office of origin will submit current report[in priority I and priority II security index cases and a succinct letterhead memorandum in priority III security index cases.]

Submission of FD-128 should not be delayed solely for preparation of report[or letterhead memorandum]when office of origin is to be changed, but notation should be made on FD-128 that old office of origin is preparing [appropriate communication.]

[Old office of origin is responsible for furnishing Secret Service locally with subject's new residence and business address.]

Case will remain pending in both old and new offices of origin until report[or letterhead memorandum]is submitted by old office of origin. New office of origin is responsible to follow matter until[completed.]

[In Priority III security index cases, a succinct letterhead memorandum should be prepared setting forth all pertinent information for Bureau and new office of origin. If applicable, information contained therein may be summarized. Yellow file copy retained by old office of origin must contain notations indicating exact location of all original information which has been set forth or summarized in letterhead memorandum. Cover communication transmitting such letterhead memoranda must contain a statement indicating that such notations have been made.]

- VII. New office of origin is to review pertinent material received with FD-128, as well as pertinent information in files of new office, to determine whether additional investigation is warranted. If no additional investigation is warranted, advise Bureau by letter that case is being placed in a closed status.
  - VIII. Upon receipt of FD-128, office covering new address of subject will be office of origin with no other communication necessary in this regard. New office of origin will place its file number on security index cards received and place them in security index of that office.
  - IX. Upon receipt of new security index cards from Bureau with copy of FD-128, new office of origin is to transfer information from reverse side of old geographical cards to two of the new cards, appropriately file new cards, and destroy old cards.
- (b) Top functionaries
- Mechanics of transferring cases for all security index subjects as described above shall apply to top functionaries. Additional procedures in this category are:
- I. Notification to Bureau of deletion of subject as top functionary in old office of origin will be handled merely by designation in space provided on FD-128 that subject was top functionary.
  - II. Upon receipt of form FD-128, new office of origin shall automatically designate subject top functionary and continue case in an assigned pending status until investigation is completed. After investigation is completed and a summary report has been submitted by old office of origin, case may be placed in a pending-inactive status. Within three months, new office of origin is to conduct active investigation, submit investigative report on subject, and advise Bureau concerning continued designation of subject in this category.



- (c) Subjects tabbed for priority  
Security index card shall continue to be tabbed for priority apprehension in new office of origin until such time as it is determined by receipt of information by that office that priority designation is not warranted under provisions of 87D 7b (11) below.
- (d) Subjects not included in security index
  - I. Transfer office of origin by FD-128 only upon verification by another office of subject's presence in that division. FD-128 should show full title.
  - II. Enclose copies of all investigative reports and other pertinent serials with copies of FD-128 to new office of origin.
  - III. New office of origin is to investigate or advise Bureau that case closed if no action warranted
- (10) Cancellation and removal of cards from active security index  
SAC shall personally recommend removal of any name from security index under conditions set out in 87D 7b (4).
  - (a) Death of subject  
Destroy security index card without Bureau authority, but advise Bureau by letterhead memorandum.
  - (b) Permanent departure from Bureau's jurisdiction  
Upon learning of departure of a security index subject from U. S. or Puerto Rico for a foreign country, immediately ascertain conditions surrounding his departure.

No security index card shall be canceled by reason of a subject's departure for a foreign country unless that subject is an alien who has permanently departed either voluntarily or as a result of deportation proceedings. In such instances security index cards will be canceled only after subject's departure has been verified as being permanent. If a U. S. citizen who is included in security index and who has been out of country is found to have renounced his citizenship and taken citizenship of a foreign country, his security index card may be canceled only after it has been determined that he does not intend to return to U. S.

Recommendations to cancel security index cards of such subjects shall be made by letter directed to Bureau. Cards shall be canceled only after receipt of advice from Bureau that Bureau's security index cards have been canceled.

  - (c) Imprisonment of subject  
Security index cards shall not be canceled by reason of a subject's having been imprisoned regardless of length of time he will be incarcerated. Cards of such subjects shall be placed in unavailable section of security index and cases handled thereafter in accordance with instructions set forth in 87D 7b (6) (b) IV above.
  - (d) Induction of subject into armed forces  
Security index cards of subjects who have been inducted into armed forces of U. S. are to be placed in inactive section of field security index. Follow procedure set forth above under 87D 7b (6) (b) (V).
  - (e) Security informants  
Security index card of any subject who is developed as a security informant should be canceled. In requesting Bureau's permission to designate such a subject as a security informant, direct Bureau's

attention to existence of a security index card for that individual. In all such instances a specific recommendation must be made concerning cancellation of card. Card may be destroyed upon receipt of Bureau authority to designate subject as a security informant.

- (f) Subject no longer dangerous or potentially dangerous. Instructions set out below should be read in conjunction with 87D 6b (7) (c) herein relating to interviews with security index subjects.

Frequently, after a subject is included in security index, information is received or investigation develops information indicating that he is no longer a threat to internal security by reason of physical condition, defection or expulsion from subversive movement, membership in or affiliation with which was reason for placing him in security index. Such defection may be shown by lack of activity and obvious disinterest over an extended period of time or upon declaration of opposition to principles of subversive movement. Latter may manifest itself in declarations by a subject in presence of confidential informants or other sources, statements to press, or actual contact with Bureau representatives and admission of previous subversive activity.

When sufficient information is at hand regarding subject's present sympathies to reach conclusion that he should no longer be scheduled for apprehension as a dangerous subversive, request authority to interview subject or advise Bureau of reasons why subject should not be interviewed. Bureau will not cancel security index card without consideration being given to interview of subject. See 87D 6b (7) (c) and (d).

If, upon interview, subject proves cooperative to extent that his security index card should be canceled, advise Bureau by letter of results, together with a recommendation for cancellation which must be approved by Bureau.

- (g) Subjects removed from security index solely upon basis of application of security index criteria, with no affirmative indication of defection

As security index cases are reviewed upon reopening in field, there will be instances in which removal will be required by application of security index criteria set out in 87D 7b (3). With passage of time, limits specified in criteria will operate to remove certain subjects even though there is no affirmative indication of defection.

[When] recommending removal of a subject's name from security index, [consider] if facts in case warrant inclusion of subject's name in section A of reserve index.

Follow procedures [set out hereafter for] those individuals not being recommended for inclusion in section A of reserve index:

- I. When subjects are removed from security index solely on basis of application of security index criteria as cases are reopened and reviewed in field, retain security index cards pertaining to such subjects bearing descriptive matter on reverse sides; i.e., cards previously filed in geographical, special, or unavailable sections. Destroy cards previously filed in alphabetical section. Those offices maintaining two sets of geographical cards under provisions of 87D 7b (6) (b) I should retain but one card in each instance, destroying second geographical card as well as card previously filed in alphabetical section.

II. Mark canceled across face of each card being retained and file in the reserve index, section B.

III. Above instructions do not apply to individuals removed from security index based upon activity in Nation of Islam. Security index cards in such cases should be destroyed.

(h) Subjects of Chinese extraction

In any communication recommending cancellation of a security index card on a subject of Chinese extraction, such communication must contain the words "Other - Chinese." This regulation relates specifically to those subjects placed on security index following a recommendation submitted in accordance with instructions contained in section 87D 7b (4) (j) above.

(11) Priority apprehension program

(a) Purpose

Many individuals included in security index because of their training, violent tendencies, or prominence in subversive activity are extremely dangerous and would be more inclined to commit or capable of committing overt acts against U. S. in time of national emergency than would others in security index. Degree of dangerousness of such individuals is so pronounced that in interest of security they must be immobilized in least possible time prior to others in security index.

Individuals in security index tabbed priority I and [possibly] priority II would be arrested first in event of a limited but grave emergency, probably without arrest of other security index subjects.

In an all-out emergency, [secondary consideration for apprehension will be given to] all subjects whose names are [included in priority III of security index.]

Each individual case should stand on its own merits and decision to consider subjects for priority of apprehension should be based on subject's subversive activities and revolutionary tendencies.

(b) Subjects to be tabbed priority

I. Each security index subject should be considered for priority I tabbing who falls within one or more of following categories:

(A) All top functionaries

(B) All individuals considered to be hard core national and state basic revolutionary organization leaders and those leaders of other subversive organizations and unorganized groups and individuals who have indicated a propensity for violence and/or have received special training in sabotage, espionage, and/or guerrilla warfare. Examples of activities of individuals who should be included in this priority are as follows:

- i. Activity as organizers or leaders in the organization
- ii. Special training at Lenin School or Far Eastern Institute in Moscow
- iii. Experience as picket captains, strong-arm men, or active participation in violent strikes, riots, or demonstrations
- iv. Violent statements or strong revolutionary tendencies as shown by their activities

- v. Persons active in Communist Party or other organization underground apparatus
- vi. Any other security index subject whose activities, past or present, regardless of membership in a revolutionary organization, clearly and unmistakably depict individual as a potential saboteur, espionage agent, or disruptionist in event of an emergency

(C) Individuals employed in or having access to key facilities

II. Security index subjects considered for priority II

- (A) All individuals who are considered to be of second level leadership of basic revolutionary organizations and other subversive organizations and individuals who present a significant threat but are in less influential positions than those in priority I

III. All other individuals on security index will be tabbed priority III.

(c) Recommendations for and removal of priority designation

I. Approval of SAC

Designation of each subject as to priority or removal of any subject therefrom must be personally approved by SAC, or in offices having more than 1,000 security index subjects by SAC, ASAC, or Bureau-approved security supervisor.

- II. When form FD-122 is submitted recommending either tabbing for priority or deletion of such tabbing, attach an additional page setting out a brief summary of facts upon which recommendation is based.

(d) Administrative procedures for handling priority program  
Take following action to assure that security index cards for subjects tabbed for priority of apprehension will be readily available for emergency action in your office:

I. Geographical section

Divide geographical section of security index into three distinct parts.

- (A) Part I of geographical section shall include only security index cards for subjects who are tabbed priority I.
- (B) Part II of geographical section shall contain security index cards for all subjects that are tabbed priority II.
- (C) Part III of geographical section should contain security index cards for all subjects who are tabbed priority III.
- (D) In offices having two separate and distinct geographical sections, i.e., geographical-employment and geographical-residence, as provided under 87D 7b (6) herein, each such geographical section must be broken into parts I, II, and III.
- (E) Priority cards will be the following colors:  
priority I - beige, priority II - green,  
priority III - white.

II. Alphabetical section

- (A) [Alphabetical section will be broken down into two groupings. First group will include priority I and priority II security index cards filed in strict alphabetical order. Second group will contain all priority III security index cards filed in strict alphabetical order.]
- (B) Priority tabbings approved at Bureau will be shown on security index cards forwarded to field by code letters "P I," "P II," or "P III" in first line on cards.

## (e) General

## I. Tabbing of cards

The alphabetical security index cards on those individuals designated as "Pro-Cuban" should be tabbed with a metal tab.

## II. Removal from priority I and priority II

Careful analysis must be made of each case in which deletion from priority I and priority II is proposed. For instance, when a subject is being removed from priority I or priority II tabbing, file review may well disclose that subject qualifies for priority tabbing for reasons covered in 87D 7b (11) (b).

## c. Individuals employed in or having access to key facilities

## (1) Responsibility

FBI is responsible by Presidential directive for keeping other Federal agencies advised of developments within their jurisdiction affecting plants having armed forces contracts, as well as other facilities, utilities, and critical points of transportation and communications systems which have been designated as vital to the national defense and welfare by the Department of Defense.

FBI is responsible under Delimitations Agreement for investigating employees of private contractors who have contracts with agencies of Department of Defense where credible subversive information concerning employee is obtained. Thorough investigation must be conducted and consideration for inclusion in security index given concerning any individual employed in or having access to a key facility who is alleged to have been, at any time in the past, a member of any basic revolutionary organization or against whom sufficient other subversive information is in our possession which warrants such action.

## (a) Requests for investigation from another agency

When another agency requests investigation of individual employed in key facility, institute investigation immediately if basis of request so warrants. Advise Bureau of request, basis thereof, and that investigation is being conducted.

## (b) Verification of key facility status of place of employment

Department of Defense Key Facilities List (maintained in each office) must be checked for verification of information that a security investigation subject's place of employment may be included in such list.

(c) Individuals denied access to restricted information

Intelligence agencies of armed forces frequently advise that an individual has been denied clearance to work in a defense plant or to handle classified or restricted information. In some instances clearance is denied based on information furnished by Bureau. At other times, information in Bureau files is very meager or possibly negative and basis for such denial of clearance is not known. The intelligence agency is responsible for furnishing Bureau with any information involving disloyalty or subversiveness.

Office receiving notification that an individual has been denied clearance must ascertain promptly basis for such denial and obtain all pertinent data contained in file of

agency responsible for such action. Forward such data to Bureau and include in next report submitted concerning individual in question. Where no investigation has been conducted by Bureau and there is no case on individual being denied clearance, give consideration to opening a security investigation if information received from intelligence agency warrants such action.

- (2) Inclusion in security index  
In recommending key facility employee for inclusion in security index, FD-122 is to contain:
- (a) Key facility geographical reference number
  - (b) Abbreviation for agency having security responsibility.  
The Department of the Army has been designated agency having security responsibility for all key facilities.
  - (c) Abbreviations for other agencies known to have classified contracts with key facility. Interested agencies should be identified on FD-122 to assure proper dissemination of reports but will not appear on security index cards returned from Bureau.
  - (d) [Recommendation that individual be designated as priority I security index subject]

If subject of existing security index card is found to have become employed in a key facility, FD-122 must be submitted to Bureau with above-required key facility data set forth thereon. Case is then to be handled in accordance with instructions set forth below concerning key facility cases.

- (3) Dissemination  
Upon receipt of original complaint or allegation concerning key facility employee from source other than interested intelligence agency, a summary of complaint and information concerning individual should be furnished immediately by letter to interested intelligence agency. Intelligence agency should then be advised whether a security investigation is being conducted of individual and, if investigation is being conducted, that copies of reports will be furnished upon completion of investigation. Letter to intelligence agency should clearly point out that information is unsubstantiated and has not been verified through investigation by FBI.

In addition to disseminating to interested intelligence agencies information of a derogatory security nature developed concerning persons employed at facilities holding classified contracts, with exception of classified contracts with Atomic Energy Commission, such information should be furnished to Chief, Defense Industrial Security Clearance Office (DISCO), Defense Supply Agency, Columbus, Ohio, 43215, attention Chief, Adjudication Division. In each instance, advise interested intelligence agency that dissemination has been made to DISCO. This dissemination is to include derogatory security information developed concerning persons who may not be currently employed at such a facility but who are known to be holders of an industrial security clearance.

These instructions do not apply to allegations of espionage or those of such a confidential character as would not ordinarily be disseminated. Such information appearing to be of immediate interest to other intelligence agencies should be submitted to Bureau by most expeditious means, depending upon circumstances, with a request that Bureau consider advisability of disseminating it.

Disseminate copies of each report to local representative of agency having security responsibility, as well as to local representative of other intelligence agencies known to have

classified contracts with the key facility. Copies of reports for the Marine Corps should be disseminated locally to NISO.

Dissemination to the Atomic Energy Commission (AEC), Defense Atomic Support Agency (DASA) (formerly Armed Forces Special Weapons Project), the Research and Development Board (RDB), and the Maritime Administration (MA) will be made at the Bureau, and not in the field.

(4) Status of cases

After all active investigation conducted, place in a [pending-inactive] status. Forty-five days before report due, make case pending active and check with armed services representative at the key facility or with other reliable sources to determine whether subject has access to classified or restricted material.

[(Also see Manual of Rules and Regulations, part II, section 4D, item 2a, (6), and section 4M, item 4, for instructions concerning synopses and classification of reports in key facility cases.)]

d. Top functionary program

(1) General

Purpose of top functionary program is to select for special attention those individuals in a subversive movement who are of outstanding importance to the effectiveness of the movement.

Top functionary program is described below as pertaining to the Communist Party, USA. However, it also applies to important individuals active in or on behalf of other basic revolutionary groups, subversive organizations, or unorganized groups who have indicated a propensity for violence.

(2) Definition of top functionary

A top functionary is an individual, either a member or a nonmember of the Communist Party, to whom, because of his importance, it is necessary to give continuous investigative attention in order to keep abreast of communism on a national basis in the U. S. Necessarily, such an individual would be on a high policy level in the movement. This also applies to an individual, either a member or a nonmember of other subversive organizations or unorganized groups, who would be on a high policy level in the movement.

The term "top functionary" is not to be construed as requiring that individuals in this category must actually hold official positions in the organizations but shall be given a broad enough construction to include others who are of equal importance because of their influence in the movement itself, or their position and activities outside the party in labor, front, or similar organizations or movements. Black nationalist extremists whose importance justifies continuous investigative attention should be considered for designation as top functionaries.

(3) Manner of designation of top functionary

Prior Bureau authority necessary to designate a subject as a top functionary. Submit such recommendation to Bureau by letter containing reasons for the recommendation. Bureau desires to be very selective in this matter and to concentrate on individuals who, on a national basis, are the guiding hands in the communist movement and other subversive movements. Top functionaries are to be included in priority I and reports are to be submitted in accordance with 87D 7f (2).

When the subject of such an investigation is presently in the security index, a letter must be directed to the Bureau at the time the report is submitted advising that the subject is in the security index.

Information of interest to FBI and/or AEC obtained subsequent to completion of Atomic Energy Act - applicant investigations concerning AEC employees or persons having access to restricted data should be handled according to instructions in section 20, volume II, of this manual.

f. [Submission of and general rules concerning security reports]

(1) General

[Submission of summary reports should not be delayed for the purpose of conducting current investigation in previously closed cases, but appropriate leads should be set out.]



Cases of all security index subjects must be reopened or placed in a pending status for purpose of preparing investigative reports in accordance with schedule outlined in 87D 7f (2) and (7).

Office indices and any material channelized to case file since most recent report should be reviewed and case brought up to date by appropriate investigation to determine subject's current activities.

Each time that a case is reopened and brought up to date, it should be critically analyzed in light of security index criteria set out in 87D 7b (3) herein. This procedure must be followed on a continuing basis for each security index subject.

(2) Schedule of submission of reports

Reports shall be submitted on individuals designated for priority as follows:

- (a) Priority I - annually  
(top functionaries - annually)
- (b) Priority II - annually
- (c) Priority III - [initial report recommending individual for priority III of the security index must be a summary-type investigative report. Once individual is approved for priority III, subsequent information may be furnished by letterhead memorandum with no investigative report being required.]

Each field office will be responsible, however, to insure that all pertinent developments regarding priority III subjects are furnished to Bureau.]

(3) Origin

Office of origin will be that office covering territory in which subject's subversive activities occur. In most instances this will also be office in which territory subject resides and is employed. In those cases in which subject's subversive activities take place in territory of an office other than office covering place of residence and/or employment, office of origin shall be that office which can best cover subversive activities of subject.

(4) Classification

- (a) 100 - for individuals affiliated with basic revolutionary and front organizations of Marxian ideology
- (b) 105 - for members of Puerto Rican nationalist groups or others having nationalistic tendencies of a non-Marxist character
- (c) 157 - Nation of Islam and other black nationalist matters

(5) Title

Only one subject shall be carried in title of each report. Separate reports must be submitted for each subject regardless of their relationship; i.e., husband and wife, father and son, etc.

## (6) Character

## (a) Top functionaries

Internal Security (or Racial Matters if subject is a black nationalist) - followed by letters designating organizational affiliation or nationalistic tendencies. Examples:

Internal Security - C  
Internal Security - SWP  
Racial Matters - NOI

## (b) Others

Security Matter - followed by letters designating organizational affiliation or nationalistic tendencies. Examples:

Security Matter - C  
Security Matter - SWP  
Security Matter - X (native fascist)  
Security Matter - M (miscellaneous)

When a subject is deleted as a top functionary, character shall be changed from internal security to security matter in first[communication]following deletion and all subsequent [communications.] When a security matter subject is designated a top functionary, first report after designation and all subsequent reports shall bear internal security character. Communications regarding subjects who are employed in key facilities should bear words "Key Facility" in character. Communications regarding subjects who are members of Communist Party, USA, National Committee should bear words "National Committee" in character. Black nationalist investigations and racial matters should be given character set out in section 122, volume IV, of this manual.

## (7) Status

All cases shall be carried in a pending status until all active investigation required by preceding instructions has been conducted. Thereafter, status shall be as follows:

## (a) Top functionaries

## I. Pending inactive

(A) Reports are to be submitted annually. Forty-five days prior to date a report is due, each such case shall be placed in a pending-active status for preparation of report so that report can be submitted at designated time.

## (b) Key facility cases

Key facility cases are to be maintained in pending-inactive status. (See 87D 7c (4).)

## (c) Other security index subjects

## I. Closed

(A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of a periodic investigative report according to priority designation[for priority I and priority II.] If, following investigation, no subversive data is developed and only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter (form FD-400) to Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed. Cases shall be opened and assigned 45 days prior to date periodic report is due.

- (B) Each priority III security index case must be opened for verification of residence and employment on an annual basis. In connection with this verification, case file must be thoroughly reviewed for any necessary action including a reevaluation of subject's status. This will include removal from priority III or possible redesignation as a priority I or priority II security index subject.

Where necessary, pertinent information may be submitted to Bureau or other field offices through preparation of a letterhead memorandum. When pertinent information is submitted to Bureau for dissemination to interested agencies of executive branch of U. S. Government, forms FD-305 and FD-376 should accompany cover communication transmitting letterhead memorandum. (Refer to 87D 7a (3) (a) IV (D) for instructions regarding change of office of origin.)

- (d) Cases of subjects recommended for security index
- I. Pending inactive
    - (A) If all active investigation completed at time FD-122 forwarded to Bureau
    - (B) Set forth lead to follow Bureau for security index card and if approved for dissemination of report to Secret Service.
  - II. Closed
    - (A) Upon receipt of security index card from Bureau and dissemination to Secret Service
    - (B) Thereafter follow by administrative tickler for investigative report as in (c) above.

- (e) Subjects not in security index who are not to be included therein
- I. Closed
    - (A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

(8) Content

- (a) In order to insure completeness of investigation, following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate.

I. Background

- (A) Birth date
- (B) Citizenship status
- (C) Education
- (D) Marital status
- (E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
- (F) Identification record
- (G) Employment
- (H) Residence
- (I) Status of health (if known)

II. Connections with Communist Party, other basic revolutionary groups, front groups, black nationalist extremist groups, and/or other subversive organizations or unorganized groups

- (A) Information concerning admission to revolutionary group including sponsors, etc.
- (B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

- (j) In connection with periodic reports in security index cases, there are instances in which evidence of extensive activity in subversive organizations will be developed. In these cases it is permissible to report such information in narrative-type statements without indicating exact dates of activity; however, period of time involved must be shown, as well as inclusive dates of informant reports.

This type reporting is not to be utilized in Smith Act of 1940 cases or Internal Security Act of 1950 cases. Narrative statements must be statements of facts and not conclusions and information from each source must be reported in separate narrative statements.

- (k) Above instructions in no way remove responsibility for reporting all items of pertinence to Bureau, bearing in mind fact that Bureau files must be complete insofar as matters of substance are concerned, nor is responsibility removed for reporting in detail of information tending to establish a subject's knowledge of basic aims and purposes of subversive organizations with which affiliated or information tending to establish that a subject holds revolutionary and/or anarchist beliefs.

In documentation of narrative statements, set forth location of original documents in field office files by file number and serial scope.

(9) Administrative data

(a) General

All references to following items, all administrative in nature, should be contained in cover pages accompanying reports:

- I. Reserve index, security index, file numbers and titles of other cases, priority apprehension program, top functionary status, security index flash notices (FD-165), forms FD-122 and FD-128, and Bureau instructions for handling cases or any information contained in Bureau or field correspondence which is not investigative in nature.

- II. Whenever reports relating to security index subjects contain data affecting material included on subject's existing security index card, cover pages accompanying report shall include as last page form FD-305, appropriately checked, which form contains items pertaining to following:
- (A) That subject's name is included in security index or agitator index
  - (B) That data appearing on security index card or agitator index card is current
  - (C) That FD-122 or FD-397 has been submitted to Bureau where security index card or agitator index card changes are necessary
  - (D) That a suitable photograph is or is not available and date photograph was taken
  - (E) That subject is employed in a key facility and agency charged with security responsibility is specified and that agencies interested in that facility are specified
  - (F) Reason for classifying report
  - (G) Dates subject was previously interviewed and reason for not reinterviewing subject
  - (H) That subject no longer meets security index or agitator index criteria and a letter has been directed to Bureau recommending cancellation
  - (I) That subject's case has been reevaluated and reasons are set forth as to why subject's activities continue to fall within security index or agitator index criteria
  - (J) That subject's security index card is designated priority I, priority II, or [priority III] and reasons why subject's activities warrant such designation
- III. Form [FD-305 appropriately completed is also to be attached to cover communication submitting letterhead memorandum in priority III security index cases.]
- (b) Documentation of reports
- I. [Complete documentation of all reports is required. This also applies to succinct letterhead memoranda submitted in priority III security index cases and other similar letterhead memoranda where necessary. In this regard, see 87D 7a (3) (a) IV D.]
  - II. If information necessary for complete documentation is not available in subject's case file, necessary review of other office files should be made. If not obtainable, this fact must be indicated in cover page (s) accompanying report to Bureau.
  - III. Extensive investigation should not be conducted to further identify and locate outside individuals who have in past furnished background information or to obtain documentary evidence of background information. For example, if previous investigation revealed that subject, according to reliable records, such as birth records, school records, or records of Immigration and Naturalization Service, was born at a certain place on a certain date, such information will be sufficient for inclusion in report. Further verification will not be necessary.
  - IV. During preparation of summary reports, it is often found that information being included in a report was originally obtained by another office and all of necessary information for complete documentation will not be in possession of office preparing report. In such an instance, if office preparing report is in possession of photostats of documents obtained by other offices and identity

In case of individual subject of prior investigation who is currently being recommended for security index, do not disseminate prior reports. However, prepare a letterhead memorandum including pertinent information previously developed which should be disseminated to Secret Service, together with current report. Copies of this letterhead memorandum should be forwarded to Bureau for dissemination at headquarters level.

[FD-376 should also accompany succinct letterhead memoranda submitted in priority III security index cases.]

After initial dissemination to Secret Service in security index cases, as changes occur in status of individuals involved with respect to residence and employment, advise Secret Service locally and furnish two copies of letterhead memorandum to Bureau for dissemination at SOG. Form FD-366 may be used for this purpose. Letterhead memorandum should contain a reference to previous communication disseminated to Secret Service.

When reporting changes in residence and/or employment concerning Chinese and Cuban aliens on security index, in addition to dissemination to Secret Service, also advise Immigration and Naturalization Service (INS) locally, and furnish four copies of letterhead memorandum to Bureau for dissemination at SOG. Bear in mind in filling out reference that some letterhead memoranda have been expressly prepared for dissemination to Secret Service only and have not been furnished to Department or INS; therefore, copy furnished INS locally and two of copies furnished Bureau should reference last communication to INS.

For instructions pertaining to dissemination to Secret Service in other than security index cases, refer to section 134B, volume IV, of this manual.

Upon transfer of office of origin in one of these cases, old office of origin is to furnish Secret Service locally with subject's new residence and business address and advise Bureau that such has been done by submission of two copies of letterhead memorandum disseminated locally. New office of origin need take no action regarding dissemination to Secret Service until such time as further changes occur with respect to subject's status or until preparation of next periodic report in case.

(10) Dissemination at Bureau

There are some situations in which dissemination is made at Bureau instead of in field. In majority of instances, information received by FBI should properly be furnished immediately to some other agency within executive branch of Government so that responsibilities of other agency might be fulfilled properly. Care must be taken, however, not to disseminate information to any field branch of another Government agency where such a procedure is deemed inadvisable because of inadequacy of security measures in that branch. In these instances data should be brought to immediate attention of Bureau for dissemination at SOG. An example of latter is, of course, Atomic Energy Commission, which receives reports only through Bureau, as noted in section 87D 7c (3) of this manual. Information relating to foreign travel plans of security subjects is disseminated to interested agencies, including State Department, only at SOG, as set out in 87D 6b (4). Dissemination is also made at SOG to State Department, unless it appears undesirable, in those cases in which subjects have been indicted for violations grounded on subversive activities.

Dissemination in these cases is made to preclude these subjects from utilizing the fact they obtained a passport to refute allegations of subversive connections. The State Department, therefore, will be in possession of data concerning a defendant should he attempt to utilize this tactic in such an action.

b. Data developed concerning individuals who are not within the Bureau's investigative jurisdiction

(1) Members of the armed forces

The Delimitations Agreement between the FBI and the armed forces intelligence agencies states that the responsibility assumed by one organization in a given field carries with it the obligation to exchange freely and directly with other subscribing organizations all information of mutual interest.

Thus, in discharging our basic responsibilities in the internal security field, it is imperative that information concerning members of the military services be referred immediately to the appropriate branch having primary responsibility for its personnel. This procedure is mandatory, even though the security aspects of the data have not been fully resolved or verified. It should be specifically pointed out in such instances that the information has not been verified.

Section 87D 5b of this manual instructs that if it is determined a security subject is a member of the armed services the investigation must at that point be discontinued immediately and reported to the Bureau. The basis for such instruction lies in the fact that the subject is no longer within our investigative jurisdiction. In addition, dissemination of pertinent reports must be made locally in the field to the appropriate intelligence agency.

Our responsibility with regard to military personnel is not confined to those who have been the subjects of security investigations. It extends to any subversive derogatory data developed against a member of the armed services during any of our investigations of either individuals or organizations. For instance, if it is determined that a member of the armed forces has been in contact with a security subject or with any individual or group raising security implications, the appropriate intelligence service should be immediately advised locally. This should be done even though the security aspects of the contact have not been resolved, so that the military services may be in a position to discharge their responsibilities. It must be pointed out to them specifically in such instances that the data are unverified, and pertinent developments must be transmitted to them thereafter immediately upon receipt.

Section 87D 6b (1) (h) provides that during the course of security investigations it must be determined whether the subjects have any close relatives in the armed forces. Our responsibilities require that such associations be called to the attention of the appropriate military intelligence services, together with pertinent data, including reports, on the security subjects involved. The evaluation of these associations lies entirely within the province of the intelligence services, but for the reasons stated previously herein it is incumbent upon the Bureau to disseminate this information immediately upon receipt.

Any subversive contacts or information developed concerning military personnel must be set out in a letter to the Bureau, together with a statement as to the local dissemination made in the field. Such letter should be accompanied by a letterhead memorandum setting out with particularity the subversive data in a form entirely suitable for dissemination.

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out the full extent of the communist influence in racial matters. They should separate words and intentions from actions; mere participation from direct influence; and the bona fide communist from the mere "do-gooder." They should not include information concerning legitimate efforts in the racial movement where there is no communist taint.

- b. Information should be reported according to the following outline. All main headings denoted by Roman numerals must be accounted for. If there is no information to report under a particular main heading, the heading should appear, followed by a statement "No information developed."

## I. COMMUNIST STRATEGY

### (A) COMMUNIST PARTY, USA

- (1) Plans, strategy, party line, and the like made at national meetings, including expressions by national and other functionaries
- (2) Plans, etc., made at district and lower level meetings, including expressions by local leaders and rank-and-file members
- (3) Plans, etc., as revealed in party publications and other propaganda media, such as written directives, press releases, and the like

Information under item 3 should be reported by the office covering the origin of the publications, such as the New York Office for ["The Daily World," "Political Affairs," and directives from party headquarters; San Francisco Office for "People's World"; etc. Party expressions, oral or written, when directly related to a specific event covered under II, should be included under II.

### (B) OTHER COMMUNIST GROUPS (Such as Socialist Workers Party, Progressive Labor Party, Workers World Party, and the like)

Under (B), report information under separate numbered subheadings for each organization. Report here information generally along the same lines as for (A) above.

## II. COMMUNIST TACTICS

In this part report information on communist direction and influence of and participation in racial demonstrations, disturbances, drives, boycotts, and any other similar activities with racial overtones. This part will illustrate how communist activities attempt to exploit racial situations and expand communist influence, thus furthering communist objectives. List activities in chronological order with lettered subheadings, such as:

- (A) DEMONSTRATION, CLEVELAND, OHIO, [1-10-68]
- (B) STORE BOYCOTT, YOUNGSTOWN, OHIO, [3-6-68]

Under each subheading include such information as nature of event; sponsoring and participating groups; total participants; number and identities of subversives involved; specifics as to whether subversives directed, controlled, instigated, or merely participated; whether violence resulted and, if so, whether subversives involved; arrests of subversives and court disposition; and any other information believed pertinent to the overall picture of communist influence. Efforts by supporting groups to avoid communist involvement should also be reported. If a particular event had no communist involvement, it should, of course, not be included in the report.



4. Annual Communist Party, USA, organizational and membership survey. Each office is instructed to initiate by February 1 of each year a detailed and analytical survey of the organization and membership of the Communist Party in its territory, results to be forwarded to the Bureau by April 1. Set forth in detail the complete organizational structure of each Communist Party district or state organization including district and county committees, together with the identities of officers from the club through the district level. Identify each Communist Party club and section in the district, together with the identities of individual club members and most recent date each member was so identified. Where identification of an individual is tentative, this fact should be indicated by placing the word "tentative" after the individual's name. Note the informant coverage in each club, as well as on district and county committees, by setting forth the symbol numbers of the informants. In those instances in which no informant coverage exists in a particular club or on a district or county committee, this fact should be noted. In addition, summarize the overall findings by setting forth the estimated Communist Party membership in the field office territory, together with the number of members who have been positively and tentatively identified as such within the immediately preceding 12-month period. Charts and maps should be used in setting forth the geographic distribution of the Communist Party whenever feasible. Offices which are auxiliary offices in investigation of a Communist Party district should furnish the required information to the office of origin for inclusion in its survey by March 15 of each year.

Following the organizational breakdown, each office should critically appraise its knowledge of the Communist Party organization within its division and set forth its comments and recommendations concerning investigative activity to be undertaken to eliminate any weaknesses detected. In those instances in which the disclosed weakness is that of lack of adequate informant coverage, advise in detail of the number of Bureau-approved potential security informants being developed in the particular area, as well as concrete plans to obtain additional informant coverage in the future.

Each survey should contain a statement that all persons identified as members of the Communist Party are listed in the security index, or are informants or sources. Any exceptions should be named and a statement made as to whether the name has previously been furnished to the Bureau for indexing. The status of the investigation of each person listed should be shown.

5. Communist Influence in Racial Matters, Internal Security - C (code name "CIRM"). Bufile 100-442529. Office of origin: New York.
  - a. Quarterly reports (to reach the Bureau by February 1, May 1, August 1, and November 1) should be submitted by each field office for the purpose of reporting, in a centralized manner, all available information bearing upon the communist influence in racial matters. Included should be information developed under the title of a variety of matters, such as CPUSA, Negro question, communist influence in racial matters; communist infiltration of various organizations, such as the Congress of Racial Equality, Student[National]Coordinating Committee, and the like; investigations of subversive individuals active in the racial movement; investigations of communist fronts and other miscellaneous organizations; and racial disturbances and other racial matters investigated under the racial matter character. Information should be included in these quarterly reports, notwithstanding the fact that it will duplicate reporting in the other substantive matters referred to above. These reports shall be designed to precisely spell

- III. Sex  
Male M  
Female F
- IV. Citizenship  
Native born NB  
Naturalized NA  
Alien AL  
(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)
- V. Organizational affiliation or nationalistic tendency  
American Socialist Clubs ASC  
American Workers' Communist Party AWC  
Anarchist ANA  
Black Nationalist BNT  
Communist Party, USA COM  
Johnson-Forest Group JFG  
Minutemen MIN  
Nation of Islam NOI  
Nationalist groups advocating independence for Puerto Rico PRN  
Progressive Labor Party PLP  
Proletarian Party of America PPA  
Revolutionary Action Movement RAM  
Socialist Workers Party SWP  
Spartacist League SPL  
Student[National]Coordinating Committee SNC  
Students for a Democratic Society SDS  
Workers World Party WWP  
Bulgarian BUL  
Cuban CUB  
Czechoslovakian CZE  
Hungarian HUN  
Romanian ROM  
Russian RUS  
Yugoslavian YUG
- VI. Priority designation  
Priority I P I  
Priority II P II  
Priority III P III
- VII. Top functionary designation (where applicable)  
Top functionary TF
- VIII. Special section cards  
Atomic energy program employees AEP  
Cuban special section CUB  
Espionage subjects ESP  
Foreign government employees FGE  
Pro-Tito subjects YUG  
United Nations employees UN  
U. S. Government employees GOV
- IX. Unavailable section cards  
Missing MI  
Out of country OC  
Imprisoned PR
- X. Date and place of birth
- XI. Key facility geographical reference number obtained from the Department of Defense Key Facilities List and abbreviation denoting the agency having security responsibility for the key facility (where applicable)
- XII. Residence address

XIII. Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.

XIV. Field office file number

(b) Data to appear on separate attached card

- I. The following data must be placed on a separate card to be attached to reverse side of the security index card being filed in the geographical, special, or unavailable sections. Data will not be attached to the security index card filed in the alphabetical section. These cards contain printed captions to assist in recording the descriptive information. Captions are not all-inclusive and should be augmented by other data required.
  - (A) Complete description
  - (B) Notation that security index flash notice has been submitted for posting in Identification Division
  - (C) Photograph, with date taken placed below. The photograph is to be the most current or best likeness of subject.
  - (D) Dangerous characteristics of subject, including notation if subject possesses firearms
  - (E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in field locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special, and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached, it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

The entire security index is maintained at the Bureau through the utilization of IBM tabulating cards. The 5- by 8-inch security index cards are printed by automatic data processing and transmitted to the field. Through the use of this device, the security index can be broken down into the various categories of information appearing on the security index cards when such breakdowns become necessary for administrative purposes at the Bureau. This procedure makes it possible to maintain the content of the security index in the field and at the Bureau in an identical condition at all times.

An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

The Communist Party, USA, is divided into district and state organizations, then into county, city, section, and club organizations. The number and nature of these subdivisions are dependent on the number of members in the various localities. Every party member must belong to a party club.

The Communist Party strategy and policy is based primarily on the loyal support and defense of the Soviet Union. The party line changes from time to time depending upon the current program of the international communist movement.

b. Socialist Workers Party

The Socialist Workers Party was founded at a convention held in Chicago, Illinois, from 12-31-37 to 1-3-38. The following statements are taken from the "Declaration of Principles and Constitution of the Socialist Workers Party" which was adopted at this convention:

"The purpose of the party is set forth in its declaration of principles: Its purpose shall be to educate and organize the working class for the abolition of capitalism and the establishment of a workers government to achieve Socialism." (From article 11 under the caption "Purpose.")

"We call upon all revolutionary militants to join with us to build the SWP into the mass revolutionary party which will lead the working class of the United States to power; and which, together with the revolutionists of all countries united in the Fourth International, will achieve the victory of the international revolution and of world Socialism."

"The main specific task of the SWP is the mobilization of the American masses for struggle against American Capitalism, and for its overthrow...." (Part III of above pamphlet.)

Shortly after the Fourth International was founded in Switzerland on 9-3-38, the Socialist Workers Party in the U. S. announced that it was the "American Section" of the "world party of the Socialist revolution" (Fourth International). At a special convention on 12-21-40, the Socialist Workers Party passed a resolution ending its organizational connection with the Fourth International (because of the passage of the Voorhis Act).

This organization follows the Marxist-Leninist-Trotskyist line. Statements made by functionaries indicate that in the event of war between the U. S. and the Soviet Union, the Socialist Workers Party would defend the latter.

c. Deleted

- with any additional information contained in the Bureau's files.
6. The names of subscribers to Communist Party nominating petitions and the names appearing on subscription lists of [the Communist Party, USA, publications] and publications and organs of the organizations set forth in 1 a, b, c, and d must be indexed in the field office covering the address shown for the subscriber and should not be forwarded to the Bureau for indexing. Mailing lists as such which cannot be identified as membership lists of subversive organizations also should be indexed in the field and not forwarded to the Bureau. Field offices obtaining such lists must promptly furnish them to the office covering the address shown for the subscriber.
  7. Important subversive derogatory information concerning any individual and any new subversive derogatory information concerning any individual of importance must be brought to the attention of the Bureau by expeditious means.
  8. Subversive and nonsubversive derogatory information coming to the attention of the field office through a name check or otherwise on an employee of the executive branch of the Government, which information is within the purview of Executive Order 10450, should be forwarded promptly to the Bureau for dissemination to the Civil Service Commission. In addition, subversive derogatory and other information relating to other employees of the Government and to employees of the United Nations and of other public international organizations received by the field office should be brought immediately to the attention of the Bureau.
  9. These instructions do not affect and are in addition to existing instructions for the submission of information in report form.

C. INVESTIGATION OF THE COMMUNIST PARTY, USA, SOCIALIST WORKERS PARTY, AND OTHER MARXIST REVOLUTIONARY-TYPE ORGANIZATIONS

1. Policy

a. Communist Party, USA

By Presidential directive on 9-6-39, and subsequent restatements (see section 102, volume IV, of this manual), this Bureau is charged with the responsibility of coordinating all information with regard to the internal security of the U. S. Since 1939, a large portion of the Bureau's security investigations has been directed toward a coverage of the activities of communists and other groups whose aims seek the overthrow of the U. S. Government. The Communist Party, USA, is the best organized and most dangerous from a security standpoint. The party is not an isolated or purely domestic organization but is part of an international communist movement led and dominated by the Communist Party of the Soviet Union, the ultimate aim of which is to establish a world-wide communist state. The Communist Party, USA, bases its theory on the principles of Marxism-Leninism. (Considerable evidence shows that these principles look toward the violent overthrow of the U. S. Government or its downfall in the event of a war with the Soviet Union.) It would be a grave error to suppose that, because the party is actually and potentially small, it is not dangerous. The contemplated role of the party is such that it can be played best by an organization which is cohesive, easily mobilized, highly maneuverable, fanatically zealous, well disciplined, and immediately responsive in an emergency to the demands of its leaders. The highest authority in the Communist Party, USA, is the national convention which meets approximately once every two years. Between these conventions, the national committee is the highest authority of the party.

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4. Internal Security Act of 1950

To insure successful proceedings against a communist front organization under this act, a preponderance of admissible evidence must be secured to show extent to which

- a. Persons active in management, direction, or supervision of an organization are active in management, direction, or supervision, or as representatives, of
- b. Its support, financial or otherwise, is derived from
- c. Its funds, resources, or personnel are used to further or promote objectives of
- d. Positions taken or advanced by it from time to time do not deviate from those of

Any communist-action organization, communist foreign government, or the world communist movement.

[ 5. [Deleted]

6. Classification - 100

7. Character - Internal Security - letters for organizational activity or nationalistic tendency; e.g., (C), (SWP), (Miscellaneous), etc.



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- III. Sex  
Male M  
Female F
- IV. Citizenship  
Native born NB  
Naturalized NA  
Alien AL  
(If citizenship status is unknown when security index card is recommended, space should be left blank but status should be ascertained and submitted by FD-122.)
- V. Organizational affiliation or nationalistic tendency  
American Socialist Clubs ASC  
American Workers' Communist Party AWC  
Anarchist ANA  
Black Nationalist BNT  
Communist Party, USA COM  
Johnson-Forest Group JFG  
[Minutemen MIN]  
Nation of Islam NOI  
Nationalist groups  
advocating independence for Puerto Rico PRN  
Progressive Labor Party PLP  
Proletarian Party of America PPA  
Revolutionary Action Movement RAM  
Socialist Workers' Party SWP  
Spartacist League SPL  
Student Nonviolent Coordinating Committee SNC  
Students for a Democratic Society SDS  
Workers World Party WWP  
Bulgarian BUL  
Cuban CUB  
Czechoslovakian CZE  
Hungarian HUN  
Romanian ROM  
Russian RUS  
Yugoslavian YUG
- VI. Priority designation  
Priority I P I  
Priority II P II  
Priority III P III
- VII. Top functionary designation (where applicable)  
Top functionary TF
- VIII. Special section cards  
Atomic energy program employees AEP  
Cuban special section CUB  
Espionage subjects ESP  
Foreign government employees FGE  
Pro-Tito subjects YUG  
United Nations employees UNE  
U. S. Government employees GOV
- IX. Unavailable section cards  
Missing MI  
Out of country OC  
Imprisoned PR
- X. Date and place of birth
- XI. Key facility geographical reference number obtained from the Department of Defense Key Facilities List and abbreviation denoting the agency having security responsibility for the key facility (where applicable)
- XII. Residence address

XIII. Employment address and any additional data deemed necessary to assist in locating a subject in an emergency. Labor union affiliation, if any.

XIV. Field office file number

(b) Data to appear on separate attached card

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- (A) Complete description
- (B) Notation that security index flash notice has been submitted for posting in Identification Division
- (C) Photograph, with date taken placed below. This photograph is to be the most current or best likeness of subject.
- (D) Dangerous characteristics of subject, including notation if subject possesses firearms
- (E) Other data which will assist in effecting apprehension of subject, such as directions to residence or employment, where subject not situated in usual locations, listing of number of minor children and aged dependents

II. If descriptive data have not been obtained, case must be kept pending and investigation conducted to develop this information. Upon posting of security index flash notices in security index cases, the field will be furnished the FBI number and fingerprint classification which should be affixed to reverse side of the security index cards filed in geographical, special, and unavailable sections.

III. Form FD-186 is used for purpose of compiling information to be posted on the separate card attached to back of the security index card filed in the geographical section of index. Form may be filled in by the Agent handling the case in legible handwriting and forwarded to clerical employee designated to post this information on the attachment to the geographical, special, or unavailable sections. After the security index card has been prepared at Bureau and sent to field and information appearing on FD-186 has been posted on the card to be attached it shall be filed in the investigative case file.

FD-186 may also be used to record information that a security index subject has been physically observed. Descriptive data developed during observation of the subject should be noted on FD-186 for posting.

(6) Arrangement of the security index

(a) At Bureau

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An alphabetical breakdown of the true names and all aliases of security index subjects is also maintained at the Bureau for administrative purposes.

- v. Persons active in the Communist Party or other organization underground apparatus
- vi. Any other security index subject whose activities, past or present, regardless of membership in a revolutionary organization, clearly and unmistakably depict the individual as a potential saboteur, espionage agent, or disruptionist in the event of an emergency
- (C) Individuals employed in or having access to key facilities
- II. Security index subjects considered for priority II.
  - (A) All individuals who are considered to be of second level leadership of basic revolutionary organizations and other subversive organizations and individuals who present a significant threat but are in less influential positions than those in priority I
- III. All other individuals on the security index will be tabbed priority III.
- (c) Recommendations for and removal of priority designation
  - I. Approval of SAC
    - Designation of each subject as to priority or removal of any subject therefrom must be personally approved by SAC, or in offices having more than 1,000 security index subjects by SAC, ASAC, or Bureau-approved security supervisor.
  - II. When form FD-302 is submitted recommending either tabbing for priority or deletion of such tabbing, attach an additional page setting out a brief summary of facts upon which the recommendation is based.
- (d) Administrative procedures for handling priority program
  - Take following action to assure that security index cards for subjects tabbed for priority of apprehension will be readily available for emergency action in your office:
    - I. Geographical section
      - Divide geographical section of security index into three distinct parts.
        - (A) Part I of geographical section shall include only security index cards for subjects who are tabbed priority I.
        - (B) Part II of geographical section shall contain security index cards for all subjects that are tabbed priority II.
        - (C) Part III of geographical section should contain security index cards for all subjects who are tabbed priority III.
        - (D) In offices having two separate and distinct geographical sections, i.e., geographical-employment and geographical-residence, as provided under 87D 7b (6) herein, each such geographical section must be broken into parts I, II, and III.
        - (E) Priority cards will be the following colors:
          - priority I - beige, priority II - green, priority III - white
    - III. Alphabetical section
      - (A) One security index card for each subject is to be filed in alphabetical section in strict alphabetical order with no other breakdown whatsoever.
      - (B) Priority tabbings approved at Bureau will be shown on security index cards forwarded to field by code letters "P I," "P II," or "P III" in first line on the cards.

## (e) General

## I. Tabbing of cards

The alphabetical security index cards on those individuals designated as "Pro-Cuban" should be tabbed with a metal tab.

## II. Removal from priority I and priority II

Careful analysis must be made of each case in which deletion from priority I and priority II is proposed. For instance, when a subject is being removed from priority I or priority II tabbing, file review may well disclose that subject qualifies for priority tabbing for reasons covered in 87D 7b (11) (b).

## c. Individuals employed in or having access to key facilities

## (1) Responsibility

FBI is responsible by Presidential directive for keeping other Federal agencies advised of developments within their jurisdiction affecting plants having armed forces contracts, as well as other facilities, utilities, and critical points of transportation and communications systems which have been designated as vital to the national defense and welfare by the Department of Defense.

FBI is responsible under Delimitations Agreement for investigating employees of private contractors who have contracts with agencies of Department of Defense where credible subversive information concerning employee is obtained. Thorough investigation must be conducted and consideration for inclusion in security index given concerning any individual employed in or having access to a key facility who is alleged to have been, at any time in the past, a member of any basic revolutionary organization or against whom sufficient other subversive information is in our possession which warrants such action.

## (a) Requests for investigation from another agency

When another agency requests investigation of individual employed in key facility, institute investigation immediately if basis of request so warrants. Advise Bureau of request, basis thereof, and that investigation is being conducted.

## (b) Verification of key facility status of place of employment

Department of Defense Key Facilities List (maintained in each office) must be checked for verification of information that a security investigation subject's place of employment may be included in such list.

## (c) Individuals denied access to restricted information

Intelligence agencies of armed forces frequently advise that an individual has been denied clearance to work in a defense plant or to handle classified or restricted information. In some instances clearance is denied based on information furnished by Bureau. At other times, information in Bureau files is very meager or possibly negative and basis for such denial of clearance is not known. The intelligence agency is responsible for furnishing Bureau with any information involving disloyalty or subversiveness.

Office receiving notification that an individual has been denied clearance must ascertain promptly basis for such denial and obtain all pertinent data contained in file of

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"(4) the extent to which the positions taken or advanced by it from time to time on matters of policy do not deviate from those of any Communist-action organization, Communist foreign government, or the world Communist movement referred to in section 781 of this title."

e. [Deleted]

f. [Deleted]

3. [How proceedings are instituted (Title 50, USC, § 792 (§ 13 of act))

Whenever the Attorney General has reason to believe that any organization is a communist-action organization or a communist front organization, or that any individual is a member of an organization determined by a final order of the Board to be such, he shall file a petition with the Board and serve upon the organization or individual, as the case may be, a copy thereof, for a determination that such is true via a hearing before the Board.

4. Findings of the Board and publication of same (Title 50, USC, § 792 (§ 13 of act))

If, after a hearing on the matter, the Board finds - (1) that an organization is a communist-action organization or a communist front organization, it shall make a report in writing to state its findings and cause to be served on such organization an order determining the organization to be a communist-action organization or a communist front organization, or (2) that an individual is a member of a communist-action organization, it shall make a report in writing in which it shall state its findings and cause to be served on such individual an order determining such individual to be a member of a communist-action organization.

a. Findings of the Board shall be published in the Federal Register that such orders have become final and this publication shall be notice to all persons that such orders have become final. Records of the Board concerning such hearings shall be available to the public.

5. Employment of members; contribution of funds, services, or advice by Government personnel (Title 50, USC, § 784 (§ 5 of act))

"(a) When there is in effect a final order of the Board determining any organization to be a Communist-action organization or a Communist-front organization, it shall be unlawful -

"(1) For any member of such organization, with knowledge or notice of such final order of the Board -

"(A) in seeking, accepting, or holding any nonselective office or employment under the United States, to conceal or fail to disclose the fact that he is a member of such organization; or

"(B) to hold any nonselective office or employment under the United States; or

"(C) in seeking, accepting, or holding employment in any defense facility, to conceal or fail to disclose the fact that he is a member of such organization; or

"(D) if such organization is a Communist-action organization, to engage in any employment in any defense facility; or

"(E) to hold office or employment with any labor organization, as that term is defined in section 2 (5) of the National Labor Relations Act, as amended (29 U. S. C. 152), or to represent any employer in any matter or proceeding arising or pending under that Act.

"(2) For any officer or employee of the United States or of any defense facility, with knowledge or notice of such final order of the Board -

"(A) to contribute funds or services to such organization; or

"(B) to advise, counsel or urge any person, with knowledge or notice that such person is a member of such organization, to perform, or to omit to perform, any act if such act or omission would constitute a violation of any provision of paragraph (1) of this subsection."

6. Use of mail and instrumentalities of interstate or foreign commerce (Title 50, USC, § 789 (§ 10 of act ))  
The act requires any person acting for or on behalf of any organization for which there is in effect a final order of the Board determining it to be a communist-action organization or communist front to label properly all publications transmitted through the mail or by any means or instrumentality of interstate or foreign commerce.
7. Penalties (Title 50, USC, § 794 (§ 15 of act ))  
Any organization which violates any provision of section 10 of this act shall, upon conviction thereof, be punished for each such violation by a fine of not more than \$10,000. Any individual who violates any provision of section 5 or 10 of this act shall, upon conviction thereof, be punished for each such violation by a fine of not more than \$10,000 or by imprisonment for not more than five years, or by both.
8. Reporting of evidence developed on individual members  
Any admissible evidence showing a violation of the Internal Security Act of 1950, as amended (Title 50, USC, § 784), as it pertains to union officers, employees, and representatives of management (see item 5, part (a) (1) (E) above, and volume III, section 67C, of this manual), should be furnished the Bureau in a report on the individual and the report should carry the single character, Internal Security Act of 1950 - Labor (classification 122). Any admissible evidence showing a violation of this act on the part of any other individual should be furnished the Bureau in report on the individual and the report should carry the dual character, Internal Security - C or Security Matter - C, and Internal Security Act of 1950 (classification 100). See section 87D of this manual for complete instructions relative to investigation of individuals.
9. Instructions  
The Bureau's responsibilities in connection with the internal security of this country necessitate that we promptly and thoroughly investigate all organizations subject to communist infiltration, influence, or control as set forth in section 87E of this manual. In view of the Internal Security Act of 1950, the necessity of developing legally admissible evidence as to the communist character of any organization must be emphasized during our investigation. Keeping in mind the factors to be considered by the Subversive Activities Control Board in determining whether an organization is a communist front, every effort must be made to develop legally admissible evidence relating to these factors. An investigation of any organization which might fall within the provisions of the Internal Security Act of 1950 should carry the dual character, Internal Security - C, Internal Security Act of 1950.
10. Emergency detention provisions (Title 50, USC, §§ 811-826)  
Sections 100 to 111 inclusive cover the detention provisions of the act in the event of a state of "Internal Security Emergency" and set up a program for the arrests of certain individuals, provisions for hearings after arrest, and the right to judicial review. Criminal provisions are set out in sections 112 to 114 inclusive, making it unlawful in connection with the detention provisions of the act to resist arrest, knowingly disregard or evade apprehension, escape from confinement, or conspire with others to escape from confinement or detention. Violations are also set out covering the aiding and assisting in the commission of the violations mentioned above and in the willful interference with the activities of any member of a review board set up under the detention provisions or any of its agents.
  - a. Bureau instructions  
These provisions do not affect instructions regarding individuals considered dangerous or potentially dangerous to the internal security as outlined in section 87D of this manual.

- (3) By force or violence, or  
By assassination of any officer of such government  
It will be necessary to show:
- (a) The identity and official capacity of such officer
  - (b) The identity of persons conspiring to assassinate, or actually assassinating such officer
  - (c) Full details surrounding the assassination or attempted assassination
  - (d) Reasons for the assassination, and ends to be gained by such assassinations, or
- b. Printed, published, edited, issued, or circulated
- (1) The person with the intent to cause the overthrow or destruction of the Government of the U.S., or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof
  - (2) Printed, published, edited, issued, circulated, sold, distributed, or publicly displayed written or printed matter
  - (3) Advocating, advising, or teaching the duty, necessity, desirability, or propriety of overthrowing or destroying the Government

of the U. S. by force or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof, or

- c. Organized society, group, or assembly
  - (1) The person organized, or helped organize, a society, group, or assembly of persons
  - (2) Which taught, advocated, or encouraged the overthrowing or destruction of the Government of the U. S., or the government of any state, territory, district, or possession thereof, or the government of any political subdivision thereof.
  - (3) By force or violence, or
  - (4) The person became a member of, or affiliated with, such society, group, or assembly of persons
  - (5) Knowing the purpose thereof

B. SUBMISSION TO THE BUREAU OF SUBVERSIVE DEROGATORY INFORMATION ON INDIVIDUALS

1. To insure the proper discharge of the Bureau's responsibility to furnish information at the seat of Government at the request of other agencies and to have it available at the seat of Government when such requests are received from other agencies, the Bureau must be promptly furnished, for indexing purposes, by offices covering the national and local headquarters of the various subversive organizations, the names of, and identifying data concerning, persons affiliated with and becoming affiliated with the following types of organizations:
  - a. Basic revolutionary organizations or groups
    - Communist Party, USA
    - Socialist Workers Party
    - Proletarian Party of America
    - Other Marxist revolutionary organizations including splinter groups, if any, of the preceding three organizations
    - Nationalist Party of Puerto Rico
  - b. Nationalist and fascist-type groups
  - c. Front organizations of 1, a and b above, including those
    - (1) Cited by the Attorney General
    - (2) Cited or declared by the House Committee on Un-American Activities [(now House Committee on Internal Security)] or by any of the various legislative committees
    - (3) Described as such or as an organization dominated or controlled by one of the basic revolutionary organizations or groups by security informants or other sources of known reliability
  - d. Black nationalist extremist groups

Such lists should include the organization's membership list and any other record showing affiliation.

2. Field offices obtaining information concerning such affiliation of individuals residing outside their territory must expeditiously furnish such information to the office covering the address of the person.
3. The information should be submitted to the Bureau in duplicate by letter captioned with the title of the organizational case file, for example, "Communist Party, USA, \_\_\_\_\_ District, \_\_\_\_\_ Division; Internal Security - C" or "Socialist Workers Party, \_\_\_\_\_ Division; Internal Security - SWP" and should clearly indicate that the list is being furnished to the Bureau for indexing purposes only.
4. Information received from all sources, including that received from confidential sources, highly confidential sources, reports of security informants and sources, and public and other sources, should be reviewed to insure that the Bureau has been furnished in the past and will be furnished in the future lists of all individuals (together with identifying data) affiliated with all organizations set forth in 1 a, b, c, and d.
5. In forwarding such information to the Bureau, the offices should incorporate, insofar as possible, information concerning a number of individuals in one letter. The letter should contain sufficient identifying data concerning each individual to enable the Bureau to identify that individual

- (5) In evaluating this type of case, carefully consider the nature and activities of the front organization in behalf of the Communist Party or other revolutionary organizations throughout the country or in a certain area.
- c. Special training in a subversive movement
  - (1) Training in the Lenin School or in a subversive movement abroad
  - (2) Leadership training in one of the basic revolutionary organizations mentioned above
- d. Military service
  - (1) Service in the Abraham Lincoln Brigade. Membership in one of the basic revolutionary organizations is not a prerequisite to initiating investigations in this category.
  - (2) Service in the military forces of any country, including the U. S. armed forces or the Office of Strategic Services whenever there is an allegation that an individual has been a member of one of the basic revolutionary organizations at any time
- e. Employment in key facilities  
Investigate the activities of any individual employed in or having access to a key facility who is alleged to have been at any time in the past a member of any basic revolutionary organization or against whom sufficient other subversive information is known.
- f. Other individuals with revolutionary beliefs  
Individuals who, because of anarchist or revolutionary beliefs, are likely to seize upon the opportunity presented by a national emergency to endanger the public safety and welfare. Membership or affiliation in basic revolutionary or front groups is not a prerequisite to initiating investigations of this type. Use sound judgment and discretion in this evaluation.

Falling within the above category are members of the Nation of Islam. When it is known or becomes known that this organization is active in the field office territory, a security-type investigation of all individuals who are reported to be (1) functionaries or leaders of the Nation of Islam, or (2) active participants carrying out fanatical and disloyal aims of the organization should be initiated. Investigations should not be initiated based on mere membership alone.

During the course of security investigations of individuals affiliated with the Nation of Islam, be alert for any information indicating a possible violation of the Selective Service Act.

The above standards for institutions of investigations of individuals are not to be interpreted as all-inclusive. Where there is doubt an individual may be a current threat to the internal security of the nation, the question should be resolved in the interest of security and investigation conducted.

The categories specified as a through f above are to be distinguished from

the criteria to govern the addition of subjects to and retention of subjects in the security index, set out in 87D 7b (3). Investigation should be undertaken when cases fall within the preceding categories, even though under existing criteria the subjects would not be placed in the security index on the information available. The cases should thereafter be investigated actively to determine the scope of subversive activities in which the subjects have been engaged and to fully develop all aspects of the cases in order that a determination can be made with respect to security index status.

Complaints alleging subversive activities of individuals which are received from anonymous sources should not be disregarded provided the allegations are sufficiently specific and of sufficient weight to warrant investigation. Such allegations should receive same consideration as if the identity of the source was known. Do not open cases for investigation based on non-specific or vague allegations which do not fall within the standards for opening investigations.

Do not institute investigations because of membership in organizations which do not advocate the use of force to bring about changes in the existing Government, e.g., the Socialist Party, the Socialist Labor Party, the Independent Workers of the World and the Independence Party of Puerto Rico (Partido Independentista Puertorriqueño), etc.

Security-type cases already existent must be continually and carefully evaluated to determine that we are fulfilling our responsibilities in the internal security field. Subversive information received regarding any individual should be channelized to the individual's main file. If no main file exists, one should be opened. Cases not warranting further investigative action should be promptly closed and should not be permitted to continue endlessly without a definite objective.

5. Restrictions upon investigations of individuals

a. Investigations of and interviews with individuals connected with institutions of learning

(1) Subjects connected with institutions of learning

The following restrictions apply to employees and students of colleges, universities, and elementary and secondary schools supported by private or public funds. Students and employees of schools, such as the Jefferson School of Social Science, the California Labor School, and others founded by or supported by revolutionary groups, do not come within the meaning of these instructions.

(a) Prior Bureau authority to institute investigation

I. Faculty members

Bureau authority is necessary prior to initiating a security investigation of a faculty member.

II. Students and nonacademic employees

Bureau authority is not needed prior to initiating a security investigation of a student or nonacademic employee provided no unusual circumstances exist which would require advice from the Bureau prior to initiating the investigation. Each SAC must see that there is a sound basis for initiating security investigations of such individuals.

III. Requests for Bureau authority

When requesting Bureau authority to conduct a security investigation of an individual connected with an institution of learning, the letter should set forth the identity of the subject, his position, and the basis for the investigation.

locate subjects are not to be submitted. The Bureau will closely follow investigative action to locate missing security index subjects.

- II. If you receive indications that the subject went to Mexico or Canada, request the Bureau to alert other appropriate Government agencies to this possibility and to determine any available verifying information through liaison channels.
- III. If the subject is reported to have gone to any other foreign country, the Washington Field Office should be requested to check the records of the Passport Office of the State Department for verification.
- IV. When all logical leads have been exhausted in the case of a missing important functionary, consideration should be given to circularizing all field offices with the subject's photograph and background information for the purpose of alerting the entire field to the identity of the subject. Bureau authority must be obtained before circularization is made. In seeking Bureau authority, advise the Bureau as to the position held by the subject and what efforts have already been made to locate him.

If this procedure is to be effective, its application must necessarily be restrictive in the number of subjects to which it is applied. Therefore, request to circularize must be made only after every possible lead has been exhausted and then only in the cases of the most important missing functionaries.

- (4) Individuals traveling abroad (Also consider section 105G, volume IV, of this manual.)

When information is received indicating that

- a subject of a current [security] investigation or where there is information showing subversive activity by a security subject during the past five years,
- a subject whose name is included in security index, agitator index, or section A of reserve index,
- a subject of a past security investigation who is likely to remain in a foreign country over six months, or
- where information available indicates a subject of a past security investigation, although inactive for over five years, may be a "sleeper" or in an underground capacity, or where current information would indicate a need to effect foreign coverage]

intends to travel abroad or has already departed this country for foreign travel, take the following action:

- (a) Immediately advise the Bureau by letterhead memorandum setting forth complete available details concerning the foreign travel, including places and dates of departure and intended return, destination and itinerary, purpose of trip, the exact name under which the passport was issued, the number of the passport, and the office issuing the passport, if known. Include in the letterhead memorandum a full description of the subject, including all aliases, and in the case of Chinese and Korean subjects Chinese telegraphic code and Korean telegraphic code numbers, as well as a concise resume of available subversive data regarding the subject. Do not delay in advising the Bureau of the actual or intended travel while developing the details of the travel as time is of the essence in this matter.
- (b) Set out a lead for the Washington Field Office for a check of the records of the Passport Office, Department of State; however, do not limit efforts to develop above information to a check of such records.

- XI. Inform subjects connected with labor unions that the Bureau is not interested in employee-employer relations and is concerned only with obtaining information on infiltration of labor unions by subversive elements.
- XII. Furnish no information and make no statements to a person being interviewed which might later be used to embarrass the Bureau. Agents should not allow themselves to be interviewed by the interviewee or to be placed in a position of answering questions instead of asking them.
- XIII. Terminate immediately an interview if the subject proves to be hostile or uncooperative on initial contact.
- XIV. Exploit a subject's knowledge to the utmost if he is found to be willing to furnish information of value.
- XV. Questions asked of a subject being interviewed should be so worded as to require an admission or denial of all pertinent items of subversive information developed during prior investigation unless to do so would expose investigative techniques or security informants.
- XVI. A cordial and friendly attitude alone on the part of a subject should not be construed as evidence of cooperation insofar as potential dangerousness is concerned when he fails to admit or furnish substantially the same subversive information verified through previous investigation.
- XVII. Inform the subject that we are interested in interviewing him in great detail and arrange to conduct the interviews over as extended a period of time as necessary to develop the matter fully. Conduct necessary investigation or research to verify or add to what is being developed on interview. Request information from other offices or the Bureau to assist in the interview if necessary.
- XVIII. Reduce information obtained to a signed statement if subject willing that this be done.
- XIX. Determine willingness to testify to information furnished in possible future Federal proceedings.
- XX. Consider possibility of developing these individuals as informants. If possibility is apparent, pursue matter with view to establishing subject as a reliable source in the subversive movement with which he has been connected.
- XXI. When no information is developed during the course of an interview which would affect a subject's status, submit the results thereof in letter form immediately following the interview and also in the next report submitted in the case. At least one report will be submitted in each case in which a subject is interviewed with Bureau authority. In the case of an individual employed in or holding a sensitive position enumerated in 87D 6b (7) (e) IV above, the results of all interviews must be submitted promptly in report form until such time as he begins to cooperate as a security informant or a source.
- XXII. Report information regarding the subject's admissions of his own subversive activities and associations and set forth a statement to the effect that he did or did not furnish information regarding subversive activities of others.
- XXIII. Report statements of denial regarding subject's subversive activities developed through prior investigation and follow by a brief summary statement of the past subversive activity which is being denied by the subject.



- XXIV. Letter transmitting results of an interview must contain:
- (A) A definite statement or conclusion of interviewing Agents as to cooperativeness of subject
  - (B) Whether information furnished by him coincides substantially with information developed against him
  - (C) Reasons for the conclusions
  - (D) Statement as to subject's availability as a potential witness and evaluation of subject's potential as an informant or confidential source
  - (E) Further contacts contemplated
  - (F) Recommendation that the security index card be canceled when it is determined from statements furnished by a security index subject regarding his subversive activities and associates, considered with other known information and factors, that the subject is no longer to be considered dangerous to the internal security in time of an emergency
- XXV. The above instructions shall not preclude immediate interview of subject of a security-type investigation who contacts a Bureau representative and expresses a desire to furnish information concerning subversive activities. They do not apply to an interview of a person once he is an established informant or confidential source.
- XXVI. Reinterviews with security index subjects should be considered on a systematic basis. This may be done by considering a recontact immediately prior to the time when it is necessary to submit a periodic report. In all cases in which subjects have been interviewed in the past with Bureau authority and no reinterview is conducted prior to the submission of the periodic report, the cover page(s) accompanying report should show why a reinterview was not conducted. Results of reinterviews should be submitted in report form.
- (g) Maintenance of file on defected subjects
- I. A dead file should be maintained for reference purposes in those offices having sufficient volume of security work to justify such action.
  - II. Copies of memoranda designated for individual case files should be routed to this file. Such memoranda to contain:
    - (A) The background of the defector
    - (B) Type of information he may furnish
    - (C) Period covered by this data

unequivocal regardless of Yugoslavia's foreign policies.

(G) Cuban

In order that, in the event of an emergency involving Cuba and the U. S., special handling may be afforded those subjects whose organizational affiliation or nationalistic tendencies are shown as "Cuban." Security index cards denoting such will contain the code "CUB" on line 1.

Standards for inclusion of subjects in the special section of the security index are the same as those for any other potentially dangerous subject.

When submitting a recommendation for preparation of a security index card on an individual falling in one of the above categories, form FD-122 must include the words "Special Section" typed in the upper right portion thereof. The proper category should be typed on FD-122 in the space provided behind the words "MISCELLANEOUS (Specify)."

Security index cards to be placed in the special section shall bear the appropriate code letters in the upper right portion designating the subsection in which the cards should be placed. Upon receipt from the Bureau of the three security index cards of subjects in these categories, the required additional data shall be placed on two which shall be filed alphabetically in the appropriate subsection of the special section. The third card shall be filed in the alphabetical section of the security index. Under no circumstances should special section security index cards be filed in the geographical section of the index.

When a security index subject whose card is maintained in the special section no longer comes within one of the categories of the special section, FD-122 must be submitted with the words "Remove from Special Section" typed in the space provided behind the words "MISCELLANEOUS (Specify)." If the card should be placed in the unavailable section, the statement "Place in Unavailable Section" should be added in this space. When the new cards are received from the Bureau, they should be checked for accuracy and the description and photograph, if available, should be placed on separate cards of similar size and attached to the back of two of the cards. These two cards should then be filed in the geographical or unavailable section (where applicable) and the other card filed in the alphabetical section of the security index. The old cards should be destroyed.

The special section card shall [indicate the priority level for apprehension.]

It is not contemplated that subjects of security index cards maintained in the special section will be apprehended under a mass apprehension program. The cases of such subjects shall be given individual attention upon the inception of the apprehension program and the subjects will not be apprehended in the absence of specific Bureau instructions in each case.

IV. Unavailable section

Security index cards of individuals who are missing, out of the country, or are imprisoned shall be retained in the unavailable section. This section shall be broken down into three subsections headed by tabs marked "Missing,"

"Out of the Country," and "Imprisoned." The unavailable section shall be maintained in accordance with the following instructions:

(A) Missing subjects

Security index subjects are not to be included in the unavailable section as missing immediately upon determination that they are no longer located at their previously known places of residence or employment. The action required in 87D 6b (3) above must be taken prior to submitting FD-122 placing a subject in the unavailable section as a missing subject. The Bureau must be periodically advised of the investigative steps taken to locate missing security index subjects in accordance with 87D 6b (3).

If the subject is missing, the word "Missing" shall be typed in the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)."

(B) Subjects out of the country

The security index cards of subjects who are found to have departed from the U. S. or Puerto Rico for a foreign country shall be placed in this subsection of the unavailable section of the security index unless their cards should be cancelled in accordance with instructions set forth below under 87D 7b. (10) (b).

If the subject is out of the country, the words "Out of the Country" shall be typed in the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)." If the foreign address is known, place it on FD-122 in the space provided for the residence address. If the subject is only known to be in a certain foreign country and his residence there is not known or is only known to be traveling abroad, include this information on FD-122. If the subject's current employment abroad is known, include it on FD-122.

The case of any security index subject who is out of the country must be followed at least [once each year] for verification of the subject's address, the same as any other security index case, to determine if the subject has returned to this country.

Appropriate stops should be placed with the Immigration and Naturalization Service to be advised of information which may become available to it indicating the subject's return to this country.

(C) Imprisoned subjects

The cards of security index subjects who are found to be imprisoned shall be placed in the unavailable section of the security index.

If the subject is in prison, the word "Imprisoned" shall be typed on the space provided on FD-122 behind the words "MISCELLANEOUS (Specify)." The identity of the institution in which the subject is incarcerated shall be typed in the space provided for the residence address. The space for the business address shall be left blank.

should be completely filled out just as if a first recommendation is being made, and submitted with a current report. If not, the Bureau should be advised of the reasons for not reactivating his security index card. In either case, cancel the inactive card.

(7) Periodic verification of addresses

- (a) The data recorded on security index cards shall be in an up-to-date status at all times.
- (b) The whereabouts of all security index subjects should be known at all times. The residence and business addresses of security index subjects in priority I must be checked at least once each three months. The residence and business addresses of all other security index subjects must be checked at least once each [year], except those imprisoned and those who were included in the security index because of disaffection for the U. S. (defection to a Sino-Soviet-bloc country, including Cuba since 10-1-60) (see section 105G, item 3, volume IV, of this manual). The residence and employment of those who were included in the security index because of disaffection for the U. S. must be verified every [ninety] days. The case of any security index subject who is out of the country must be followed at least [once each year] to determine if he has returned to this country.

Perfect arrangements to be advised on a current basis of any indication that the subject is engaged in subversive activities, is exhibiting violent tendencies, or plans to change his residence or employment. Periodic checks to verify residence or business addresses may be made under appropriate pretext by telephone once each six months for those individuals in priority I and once [every two years] for all other subjects. Pretext means may be utilized during other periodic checks conducted either personally or through appropriate sources.

- (c) The physical characteristics and description of each security index subject shall be determined or verified by personal observation and the individual case file of each security index subject shall show that this has been done. If a security index subject has not been personally observed previously, this should be done during the next verification of the subject's residence and/or business addresses.
- (d) Use form FD-154 in verifying addresses of security index subjects when its use will facilitate the checking of the addresses. When FD-154 is not used in verifying addresses, a notation must be made on the last FD-154, FD-122, or FD-128 in the subject's case file showing the subject's current residence and business addresses and the date such addresses were verified. This must be done to assure that the file will contain all information concerning the status of the case and that the file will come to the attention of the Agent or field supervisor to determine if additional action is warranted at the time of the verification of addresses. Each time that a security index subject's residence or employment are verified, the case must be reevaluated to assure that the subject is qualified for inclusion in the security index under the criteria for such inclusion. A notation to the effect that the case has been reviewed for this purpose shall be made in the file.
- (e) If it is determined that the residence or business address or both have been changed from those appearing on the security index card, FD-122 should be submitted to the Bureau with the current residence or business address shown thereon. In such instances, FD-122 should show only the changes to be made on the security index card. FD-122 should be accompanied by form FD-366 for dissemination to Secret Service. Secret Service should be advised locally by dissemination of FD-366.

- (f) The project of verifying addresses of security index subjects shall be handled by reopening and assigning the cases for verification and closing the cases administratively upon accomplishment of verifications. Verification should also be made at the time of submission of all [periodic] investigative reports and should be reported therein.
- (8) Changes, additions, and deletions of data appearing on security index cards
- (a) Submit to Bureau by FD-122 any changes, additions, or deletions involving name, aliases, citizenship, organizational affiliation or nationalistic tendencies, [priority designation,] date or place of birth, key facility geographical reference number, abbreviation of agency having security responsibility (see 87D 7c (2) below), residence or business address. Exception: Change office of origin by form FD-128.
  - (b) Insertion or removal of cards from special section or unavailable section should be handled pursuant to 87D 7b (6) (b) III or IV.
  - (c) Temporary handwritten notations may be made on existing security index cards pending receipt of corrected cards from Bureau.
  - (d) Indicate use of FD-122 for changes by checking proper opening paragraph and submit without abstract.
  - (e) Set out only items being changed, added, or deleted. If being deleted, specify "Delete."
  - (f) Upon receipt from Bureau of corrected security index cards with duplicate copy of FD-122 (stamped "Corrected Security Index cards attached. Substitute for cards in file and destroy old cards. Place photograph and description on reverse side of geographical cards."), action to be taken includes:
    - I. Check accuracy of data on card.
    - II. Transfer separate cards with descriptive data and photograph from back of old geographical section cards to back of corrected cards, staple them, and file in geographical section. Exception: For special or unavailable section subjects, see 87D 7b (6) (b) III or IV above.
    - III. File third card in alphabetical section of security index.
    - IV. Destroy old cards.
- (9) Movement of subjects between offices and transfers of security index cards
- (a) Subjects of security index cards
    - I. Requests to verify addresses of security index subjects from other offices must be assigned immediately and results of investigation to verify the new address must be transmitted to the office of origin within two weeks.
    - II. Office of origin, upon receipt of verification of address, should submit FD-128 immediately transferring office of origin. Forms regarding unavailable section subjects should be prepared in accordance with 87D 7b (6) (b) IV above.
    - III. Submit original and one copy of FD-128 to Bureau. Submit two copies thereof to office covering subject's new address, enclosing copies of all previous reports, other pertinent serials, photograph if available, and security index cards. FD-128 should show full title [and priority level designation.]
    - IV. Information concerning key facility employment of subject in new office should be furnished by that office to old office of origin so that geographical reference

When the subject of such an investigation is presently in the security index, a letter must be directed to the Bureau at the time the report is submitted advising that the subject is in the security index.

Information of interest to FBI and/or AEC obtained subsequent to completion of Atomic Energy Act - applicant investigations concerning AEC employees or persons having access to restricted data should be handled according to instructions in section 20, volume II, of this manual.

f. [Submission of and general rules concerning security reports]

(1) General

[Submission of summary reports should not be delayed for the purpose of conducting current investigation in previously closed cases, but appropriate leads should be set out.]

Cases of all security index subjects must be reopened or placed in a pending status for the purpose of preparing investigative reports in accordance with the schedule outlined in 87D 7f (2) and (7).

Office indices and any material channelized to the case file since the most recent report should be reviewed and the case brought up to date by appropriate investigation to determine subject's current activities.

Each time that a case is reopened and brought up to date, it should be critically analyzed in the light of the security index criteria set out in 87D 7b (3) herein. This procedure must be followed on a continuing basis for each security index subject.

(2) Schedule of submission of reports

Reports shall be submitted on individuals designated for priority as follows: priority I - [annually] (top functionaries - [annually]); priority II - annually; priority III - every 2 years.

(3) Origin

The office of origin will be that office covering the territory wherein the subject's subversive activities occur. In most instances this will also be the office in which territory the subject resides and is employed. In those cases in which the subject's subversive activities take place in the territory of an office other than the office covering the place of residence and/or employment, the office of origin shall be that office which can best cover the subversive activities of the subject.

(4) Classification

- (a) 100 - for individuals affiliated with the basic revolutionary and front organizations of Marxian ideology
- (b) 105 - for members of Puerto Rican nationalist groups or others having nationalistic tendencies of a non-Marxist character
- (c) 157 - Nation of Islam and other black nationalist matters

(5) Title

Only one subject shall be carried in the title of each report. Separate reports must be submitted for each subject regardless of their relationship; i.e., husband and wife, father and son, etc.

## (6) Character

## (a) Top functionaries

Internal Security (or Racial Matters if subject is a black nationalist) - followed by the letters designating the organizational affiliation or nationalistic tendencies.

Examples:

Internal Security - C  
Internal Security - SWP  
Racial Matters - NOI

## (b) Others

Security Matter - followed by the letters designating the organizational affiliation or nationalistic tendencies.

Examples:

Security Matter - C  
Security Matter - SWP  
Security Matter - X (native fascist)  
Security Matter - M (miscellaneous)

When a subject is deleted as a top functionary, the character shall be changed from internal security to security matter in the first report following the deletion and all subsequent reports. When a security matter subject is designated a top functionary, the first report after the designation and all subsequent reports shall bear the internal security character. Communications regarding subjects who are employed in key facilities should bear the words "Key Facility" in the character. Communications regarding subjects who are members of the Communist Party, USA, National Committee should bear the words "National Committee" in the character. Black nationalist investigations and racial matters should be given the character set out in section 122, volume IV, of this manual.

## (7) Status

All cases shall be carried in a pending status until all active investigation required by the preceding instructions has been conducted. Thereafter, the status shall be as follows:

## (a) Top functionaries

## I. Pending inactive

(A) Reports are to be submitted [annually.] Forty-five days prior to the date a report is due, each such case shall be placed in a pending-active status for the preparation of the report so that the report can be submitted at the designated time.

## (b) Key facility cases

Key facility cases are to be maintained in pending-inactive status. (See 87D 7c (4).)



## (c) Other security index subjects

## I. Closed

- (A) Cases of all other security index subjects must be followed by administrative ticklers set up so as to insure submission of a periodic investigative report according to priority designation. If, following investigation, no subversive data is developed and the only available information consists of verification of residence and employment and negative contacts with security informants and sources, submit in lieu of a report a letter (form FD-400) to the Bureau setting forth identities of informants and sources contacted, any additional administrative data deemed necessary, and form FD-305 properly executed. The cases shall be opened and assigned 45 days prior to the date the periodic report is due.

## (d) Cases of subjects recommended for security index

## I. Pending inactive

- (A) If all active investigation completed at the time FD-122 forwarded to Bureau
- (B) Set forth lead to follow Bureau for security index card and if approved for dissemination of report to Secret Service.

## II. Closed

- (A) Upon receipt of security index card from Bureau and dissemination to Secret Service
- (B) Thereafter follow by administrative tickler for investigative report as in (c) above.

## (e) Subjects not in security index who are not to be included therein

## I. Closed

- (A) Prior to closing, instructions under 87D 6b (7) pertaining to interview must be complied with.

## (8) Content

- (a) In order to insure completeness of investigation, the following items should be considered as pertinent to an investigation and subsequent reporting of such should be handled under topical headings where appropriate. :

## I. Background

- (A) Birth date
- (B) Citizenship status
- (C) Education
- (D) Marital status
- (E) Military service record (domestic or foreign, including type of discharge, citations, etc.)
- (F) Identification record
- (G) Employment
- (H) Residence
- (I) Status of health (if known)

## II. Connections with Communist Party, other basic revolutionary groups, front groups, black nationalist extremist groups, and/or other subversive organizations or unorganized groups

- (A) Information concerning admission to revolutionary group including sponsors, etc.
- (B) History of activity in, attendance at meetings of, and positions held in subversive movement with which subject is identified

The above is not all-inclusive. Facts developed in each case will produce information which will be indicative of the necessity for conducting further investigation along lines which will necessitate the use of various investigative techniques to develop the case fully. The successful investigation of an individual will depend upon the resourcefulness of the investigating Agents in developing techniques which will further establish the subversive activity of a subject.

Discretion must be used in those instances in which contact with persons known to the subject is believed desirable. Where such contact is contemplated, the Agent should assure himself of the character, loyalty, and reliability of the person to be contacted concerning the subject by reviewing the office indices and in some instances conducting preliminary inquiry, possibly under pretext, with others to ascertain the character, reliability, and loyalty of the person of whom inquiry concerning the subject is intended.

In conducting security investigations the necessity of obtaining admissible evidence must be continually borne in mind. However, sources furnishing information of a confidential nature are valuable and should be continued and enlarged for the purpose of obtaining information which can be corroborated by other sources which can be disclosed, thus rendering the information admissible as evidence.

The danger of relying upon evidence from only one confidential informant or other source is obvious and every effort should be made to obtain evidence from various types of sources and through various investigative techniques.

Information obtained from one source should be corroborated by contacts with confidential informants, public and private sources, through physical and photographic surveillances, review of office files, and other sources. Adequate coordination of information received from confidential sources with active investigation should be maintained at all times. For example, when it is ascertained through one of these sources that an important meeting is to occur, the nature of the meeting should be confirmed if possible by independent sources which can furnish evidence of an admissible character. The meeting should be covered by arrangement for attendance by confidential informants to obtain admissible evidence of the proceedings. The meetings should be placed under physical surveillance, licenses of automobiles parked near the meeting place noted, and attendants identified. If possible and advisable, photographic surveillances should be established. Other types of information received from confidential sources should receive similar attention in order that verification may be made and admissible evidence developed.

(6) Preservation of evidence

- (a) Identify, preserve, and maintain continuity of evidence obtained with a view to its possible admission in Federal proceedings. Identify specifically as to source and date.

## SECURITY INVESTIGATIONS

- (b) Satisfactory notes or statements of informants necessary from which to refresh their recollection in the event they are called upon to testify at some future date. Such notes and statements must be in sufficient detail to serve this purpose and must contain no material which would make their use advisable or inadmissible.
  - (c) Informant's original notes or statements not to be blocked, stamped, serialized, or mutilated in any way which would render them unsatisfactory for use in Federal proceedings
  - (d) The above applies to Agent's notes taken during surveillances or evidence otherwise obtained by Agents.
- (7) Interviews with subjects of security investigations
- (a) Purpose
    - I. To determine a subject's sympathies when investigation is inconclusive or to determine whether he continues to adhere to revolutionary doctrines
    - II. To develop information concerning subject's activities and those of others known to him to have been associated with a subversive movement
    - III. To develop security informants
  - (b) Subjects not included in the security index
 

No security investigation of an individual shall be closed unless the subject is included in the security index or consideration given to interviewing him.
  - (c) Security index subjects
    - I. Bureau will not authorize cancellation of a security index card on an individual by reason of inactivity in a subversive movement until he has been interviewed or Bureau advised why an interview is inadvisable or impossible.
    - II. Active subversives should be considered as potential informants. Consider interviews with selected individuals currently active in subversive organizations for development of additional active informants. Proper selection of individuals for interview is most important. They must possess necessary attributes for security informant work.
  - (d) Without Bureau authority the SAC may:
    - I. Authorize interviews with individuals who have not been subjects of security investigations and the available subversive information against them is not sufficient to warrant opening cases at this time
    - II. Grant authority to interview subjects of security cases where the persons have previously been interviewed with prior Bureau authority, provided no change has taken place in the subjects' status and the interviews are conducted under the same conditions as previously authorized
    - III. Authorize interviews of all persons who were the subjects of security investigations where the cases are now closed (This will include persons who were previously on the security index but whose names have been removed and the cases now closed.)
    - IV. Authorize interviews of rank-and-file black extremists except as noted in section 122, volume IV, of this manual
    - V. In authorizing these interviews no communication to the Bureau will be necessary and if there is a closed file, it should be reopened. If there is no closed file, a new case file of 134 category should be opened. The case should be assigned to an Agent to determine the residence of the subject, to make certain that the subject is identical with the information in the files, and to determine his current employment.
      - (A) The Agent to whom the case is assigned will prepare a memorandum for the SAC setting forth the information and requesting authority to conduct an interview with the subject solely for the purpose of determining his attitude toward cooperating with the FBI.